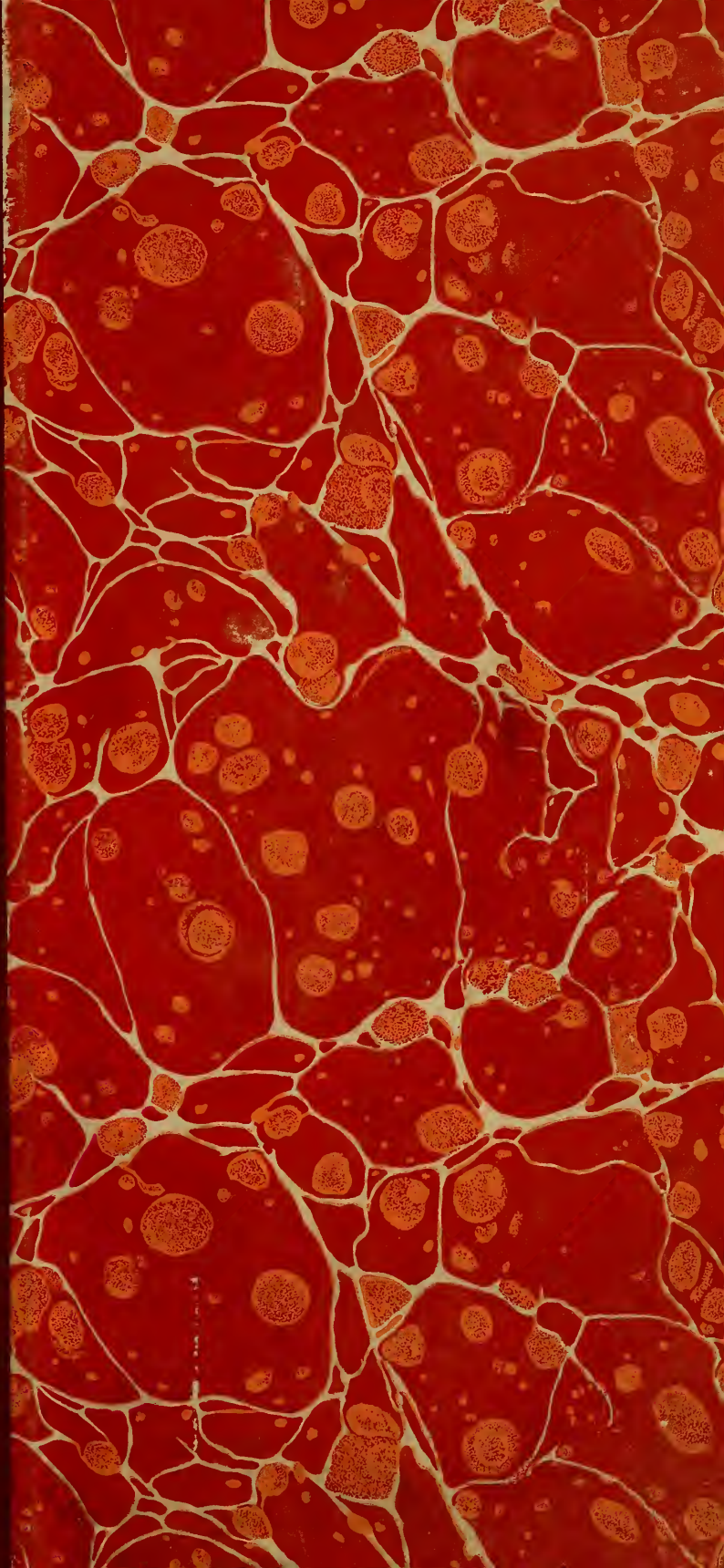


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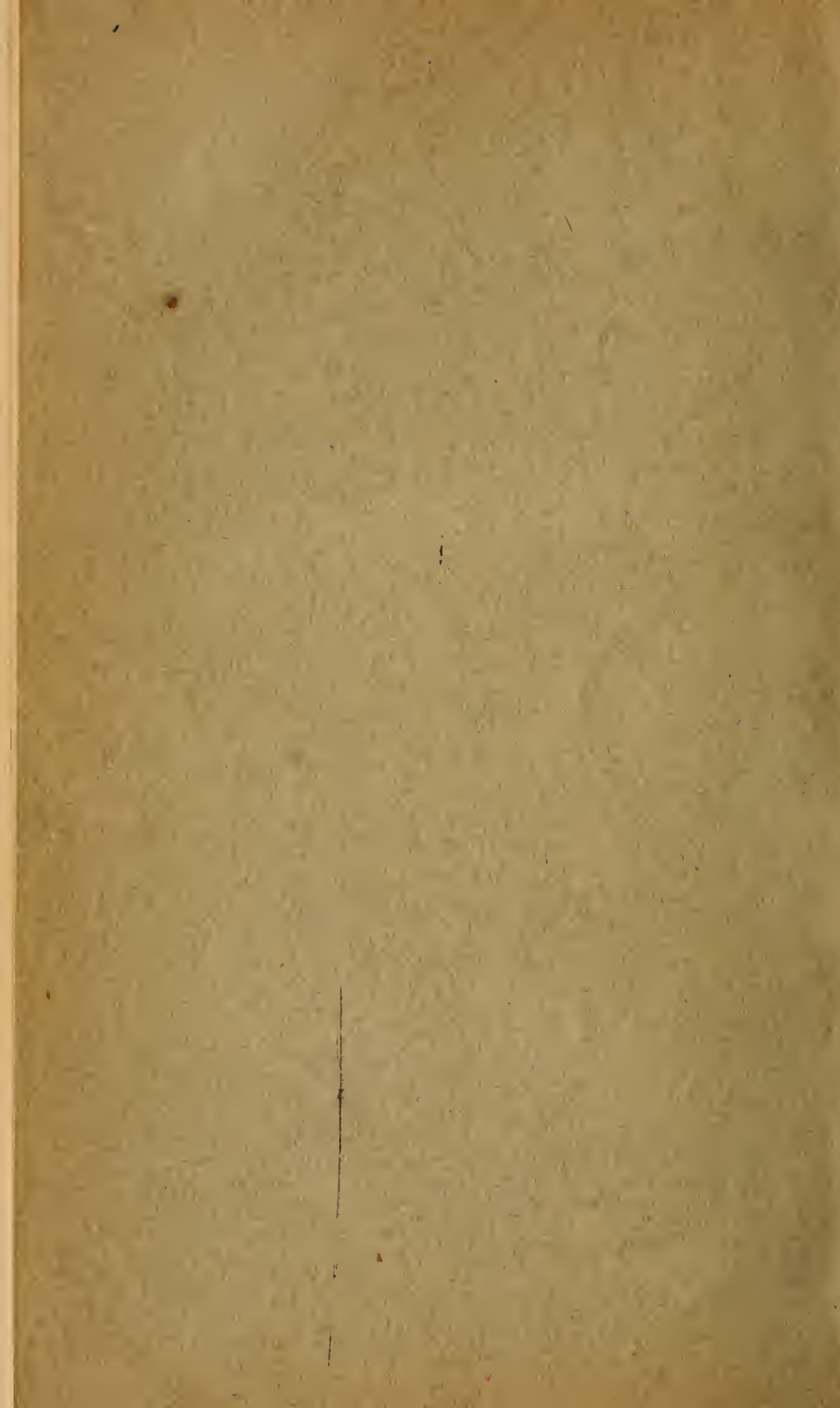
BRIG. GEN. GEO. W. DAVIS, U. S. V.,

ON

CIVIL AFFAIRS OF PUERTO RICO.

1899.

WASHINGTON:
GOVERNMENT PRINTING OFFICE.
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U. S. Army - Dept. of War - Civil Affairs

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LETTER OF SUBMITTAL.

HEADQUARTERS
DEPARTMENT OF PUERTO RICO, CIVIL DIVISION,
San Juan, October 13, 1899.

SIR: I have the honor to acknowledge the receipt of a letter from the Department dated August 3, 1899, directing me to submit an annual report on the civil government of Puerto Rico that has been administered by the commanding general of the troops in this island since the transfer of sovereignty of the same to the United States.

The work has just been completed and has proven to be one of very great magnitude. I greatly regret that I could not sooner complete it, but the importance of this subject was so momentous that I felt I would be justified in exceeding somewhat the time limit fixed in letter of instructions above referred to.

I hope that the presentation which I now have the honor to submit may be found of some value. I am sensible that there are many other subjects that deserve consideration, and phases of considered subjects that might well be further elaborated, but I do not feel warranted in appropriating more time for such broader treatment. In this report I have referred to apposite historical incidents and precedents, but these references are necessarily brief, and perhaps inaccuracies of citation of dates have crept in, for the books of reference at my command are very few.

I wish to bear testimony to the universal kindness and deference that has been extended to me by the native Puerto Ricans. Nothing could be more cordial than their reception of the military representative of the Executive branch of the United States Government. I have found it to be necessary, as I believed, in the discussion of civil affairs, past and present, to advert in strong terms to the general unfitness of the great mass of the people for self-government, and unfortunately the number of the intelligent, learned, and responsible natives bears a very small ratio to the illiterate and irresponsible. If the percentage of those who are not able to read and write was as small as that of those who can, I would have the greatest pleasure in recommending the immediate endowment of the island with full autonomy. Under such conditions I would gladly deliver over the reins of territorial government to men who would be the choice of such a clientèle.

The report has been arranged into convenient titles or captions. In the appendix will be found a very large mass of data not heretofore published or compiled.

The report is submitted as containing the results of my best efforts applied in a limited time to a most important subject.

Very respectfully,

GEO. W. DAVIS,
Brigadier-General, U. S. V., Commanding.

The ADJUTANT-GENERAL, U. S. A.,
Washington, D. C.



REPORT

ON THE

CIVIL GOVERNMENT OF PUERTO RICO.

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
CIVIL DIVISION,
San Juan, September 30, 1899.

SIR: With respect to the military government of this island and its political, social, and industrial conditions I have not heretofore submitted any formal communication. The reason is that my opportunities for observation and study have been limited to the period of my duty here, which commenced on May 8 last.

The problems of government presented have been numerous and greatly varied in aspect and in import. There was scarcely any feature of the existing method of administration under the local laws that was familiar to our countrymen. Judicial procedure was strange, and the temperament, mode of life, and manners of the inhabitants differed greatly from those with which Americans are conversant.

A profound study of the people, their habits, customs, and aspirations, is essential to a bare conception of the task with which I was confronted, and a mastery of the problems presented can not be expected in any brief period.

At the time of my arrival not a page of the voluminous laws of the island, all of Spanish origin, had been translated into English. Those laws, upon which the whole fabric of society was based, were as a sealed book and had been so to my predecessors. Fortunately I had been able to learn something of Spanish institutions through study and by observation during a brief tour of duty in Cuba. That opportunity was used for observation of the Cuban system of administration and jurisprudence, which was similar to that prevailing in Puerto Rico.

It is not, therefore, without misgivings that these general remarks respecting the civil affairs of Puerto Rico are now submitted for the consideration of the Department.

THE FORMER RÉGIME.

The régime prevailing in Puerto Rico previous to the adoption of the autonomic system was a constant source of discontent to the natives of the country and a permanent cause of social and economic unrest. All the governmental and administrative machinery being placed in the hands of one man, the cooperation of valuable and responsible native elements was systematically rejected, individual initiative of every sort was rendered ineffectual, empiricism was transformed into a system of government, and routine formed the basis of public administration. The natural consequence of such a régime was the stagnation of the country, and this was the actual result.

There were other respects wherein the system was extremely prejudicial to public interests. It fostered the creation of a political party composed of Spanish residents of the islands, into whose hands was completely surrendered the interior administration in return for the service of helping at all times to elect for representatives of Puerto Rico in the Spanish Cortes deputies and senators identified with the politics of the home cabinet. This policy of *do ut des* converted the island into a fief of a group of foreigners and their native allies; and, as was to be expected, the most absolute administrative corruption resulted therefrom, especially in the matter of tax assessments, the natural sequel being standing grievances and continual uneasiness.

Such a condition of affairs was the cause of complaints and representations for a period of thirty years, when at last the Spanish Government, urged by diplomatic action in connection with the war in Cuba, established in both islands the autonomic régime, which is the origin of the late system of secretaries in existence when the United States came into sovereign power.

The functions of sovereignty (which might be called the federal functions) were, by virtue of this system, severed from the functions relating to the local government. The former remained with the Governor-General as the representative of the home government, while the latter were transferred to the insular cabinet, consisting of the council of secretaries.

In everything that exclusively concerned the island these secretaries assumed the powers that under the old system appertained to the Governor-General. Wider latitude and power were given them in financial matters than are accorded the States and Territories of the Union; for the treasury of Puerto Rico was separated from that of the nation, and the customs, revenues, and imposts of the island were all paid into the insular exchequer. From these revenues were drawn large sums to pay a part of the expenses of maintaining the ministry of the colonies, and another very large sum was assigned to support the military and naval establishments in Puerto Rico.

Up to the end of the year 1896 the Spanish administration in Puerto Rico was organized in the following manner:

First. A Governor-General, who was chief of the civil administration and commander-in-chief of the army and navy. As executive dependencies he had: A secretary, for the dispatch of administrative business; a department of the treasury (*intendencia*) for economic and financial business; a bureau of public works for roads, bridges, buildings, etc.; a chief of staff for army affairs, and a naval commander for naval affairs. Legislation for Puerto Rico emanated from the colonial ministry at Madrid, and was published by the Governor-General in the Gazette here, and by him enforced.

Second. For the purpose of administration the island was called a province, and possessed:

A provincial board of deputies (*diputacion provincial*), composed of members elected by suffrage;

A town council in each town, whose members were also elected by suffrage, the suffrage being enjoyed by residents of 25 years of age who possessed a professional diploma or who paid taxes of not less than 5 pesos.

The town council had the same powers that they have today. The Government named the *alcaldes* and could select any one for office. To day these appointments are made by the civil secretary, upon the approval of the Governor-General. When practicable the town council

is permitted to hold an election and nominate one of its members to the civil secretary for appointment.

In the beginning of 1897 Canovas del Castillo's so-called reforms were instituted. These gave larger powers to the diputacion provincial and to the town councils. But the reforms were of but short duration, for in November of the same year the decree establishing autonomy in Cuba and Puerto Rico was published.

This form of government was put into practice on February 11, 1898, and lasted, with a few variations, until this island was annexed to the United States.

The autonomous régime included the following:

1. A Governor-General, named by the Queen of Spain, who was commander-in-chief of the army and the navy. In civil and political matters he could not intervene unless authorized by the cabinet, formed of the secretaries of the insular government.

2. An insular cabinet, composed of a president, a secretary of government and justice, a secretary of the treasury, a secretary of education, a secretary of public works, and a secretary of agriculture.

3. An assembly or parliamentary legislative body to vote the budgets and legislate in local matters, but without powers of legislation in political, civil, or judicial matters; all of which had to follow the laws in force in Spain and were voted upon by the National Parliament.

4. The city councils were to be declared autonomous and universal suffrage for all males of more than twenty-five years to be established.

When the Spanish Government granted this plan of autonomy there were said to be four political parties in the island, viz, the Spanish party, which up till then had held the reins of government; the Opportunists, or those of the Spanish party who accepted autonomy; the Pure Autonomists, a local party which had opposed the Spanish Government and had incessantly clamored for colonial autonomy; and the Liberal party, an offshoot of the Autonomist party. There were other designations and other groups or factions known by various names, such as the Orthodox Autonomists, Conservatives, and Radicals.

It is said that the Spanish Government wished that these parties should have part in the autonomous government. Therefore, on the 11th of February, 1897, the insular government came into existence, with the following functionaries:

President, Francisco M. Quiñones; secretary of treasury, Manuel Fernandez Juncos; secretary of education, Manuel F. Rossy, Autonomists; secretary of government, Luis Muñoz Rivera; secretary of public works, Juan Hernandez Lopez; secretary of agriculture, José M. Quiñones, Sagasta Liberals.

Immediately thereafter elections were held for representatives to the national and insular parliaments. It is asserted that the secretary of government had provisionally nominated his political allies to the positions of alcaldes and town councilors, completely excluding the Autonomists, and that he used his influence with the alcaldes of his nomination to oblige them to see that national representatives in sympathy with Sagasta were returned for the Spanish Parliament and his own political friends for the insular parliament, leaving the Autonomists minority representation. The war between Spain and the United States having just been declared, the Autonomists, as a protest against the scandalous elections which were asserted to have been conducted by the secretary of government in combination with the alcaldes, resigned their places in the government and decided not to attend the insular parliament.

The three Autonomist secretaries retired from the cabinet on the 20th of July, five days before the Americans disembarked at Guánica.

The insular parliament was then convened, attended only by the Liberals. The members of the other three parties—the Autonomists, Opportunists, and Spanish—all retired, it is said, in protest of the elections just held.

During the few days that its sessions lasted this body resolved to modify the cabinet so as to make it as follows: Secretary of government and president of the cabinet, secretary of the treasury, secretary of education, and secretary of the interior.

As all of the Autonomist secretaries had retired, the new cabinet was composed as follows: Secretary of government and president of the council of secretaries, Luis Muñoz Rivera; secretary of the treasury, Julian E. Blanco; secretary of justice, Juan Hernandez Lopez; secretary of the interior, Salvador Carbonel. These were in office on October 18, 1898.

On February 6, 1899, General Henry discontinued the council of secretaries and created instead four secretaryships, viz: Secretary of state, secretary of the treasury, secretary of justice, and secretary of the interior. These officers, who were independent of each other, possessed ampler powers than the former secretaries, all of whom had been under the president of the cabinet. Three of the new secretaries were Liberals; the fourth, the secretary of the interior, was an Autonomist. The Autonomist party thereupon dissolved and a Republican party was formed, made up of adherents of the old Autonomists and Opportunists, a few Liberals, and some who had formerly belonged to no party, while the Liberal party, with a somewhat changed membership, is still in existence.

In order to permit American customs and policy to take root in this island and to prepare it for transformation into an organized Territory, it is desirable to set aside personal politics, which is one of the inherited vices here. The public mind must also be disabused of the idea, still dominant, that the whole art of politics consists in securing power in order to give offices to one's friends. It has been too much the rule here for officeholders to neglect public interests and to blindly obey those who, having put them in office, can also remove them. Their endeavors are directed chiefly to obtaining high salaries, and they give little return therefor. Besides, it is necessary to instill vigor into municipal life by granting full local autonomy. This will accustom the people to act for themselves and not look to the Government for everything, as has been the case until now.

It is especially necessary to wipe out all those inherited vices and to prepare the country for a real democratic régime, to suppress all abuses, and to install new methods of administration and government, so as to allow the people to take part in the control of their local affairs without the predominant influence of persons having only political ambitions to serve.

This, it seems to me, must be done under superior supervision: for to hastily abandon the island to local control unrestrained by superior power would, or might, result in the greatest disaster.

In all my intercourse with the inhabitants I have endeavored, on every appropriate occasion, to impress upon them the fact that the time when territorial autonomy could be instituted and the civil power take its proper place as the superior of the military, depended solely upon the people themselves; that the people should demonstrate their capacity for the most important and sacred of all duties of citizenship by furnish-

ing examples of towns well governed, public moneys properly expended, and full protection in the enjoyment of natural and lawfully acquired rights extended alike—to the rich and the poor, the learned and the ignorant, the strong and the weak. They are assured that not until the people of the United States could see that this had been done would they probably feel that there should be supplied for Puerto Rico a Territorial government, which in due time could be raised to the highest dignity of membership as a State in the American commonwealth; that until the achievement of that result, Puerto Ricans should not expect to be vested with those higher responsibilities and privileges.

THE PROVINCIAL DEPUTATION.

On November 29, 1898, General Brooke ordered the discontinuance of an insular legislative and administrative body known by the above designation.

It consisted of 32 members, chosen by the people and charged with several important functions of government. It is my understanding that it was intended by Spain that these functions were to be transferred to the legislative assembly of the autonomous government, created by royal decree of November 25, 1897.

As stated under the caption of "The former régime," the skeleton of this government was set up in March, 1898, but it never really assumed power.

The provincial deputation as a governing body was supported by revenues derived from lotteries, contributions from municipalities, the trade school, etc. For the year 1898-99 this revenue was estimated to amount to 324,592 pesos. It was charged with various branches of expenditure, such as administration of its own affairs, lotteries, public instruction, public works, subventions to railroads; orphan, insane, and other asylums; the reformatory and other correctional institutions, College of the Esculapian Fathers for Boys, Convent of the Sacred Heart for Girls, schools of art and music, vaccination, and pensions. The total of all estimated expenses equaled the income.

This deputation had various assets and liabilities, all of which were, under General Brooke's order, required to be liquidated by the secretary of the treasury, Mr. Cayetano Coll y Toste, who is at present the civil secretary.

Under date of July 31 the liquidator submitted a statement of the progress made in discharging his duties. On that date he had collected on account of the deputation \$107,213.74 in provincial money and negotiable paper. He had paid out on same account 81,140.25 pesos, leaving a balance in his hands of 26,073.49 pesos, which consisted principally of negotiable paper.

He also reported, under date of August 3, that the outstanding obligations known to him amounted to nearly 130,000 pesos.

He submitted a schedule of assets, consisting principally of real property, which appeared on the books of the deputation as of value 1,246,878 pesos, but there is no likelihood that the property would realize upon sale a sum nearly so large.

The principal items of this property are certain public buildings with a claimed value of 1,145,000 pesos. These in any event should be applied by the insular government to the same or similar uses as those to which they are now put.

In order that a fair valuation of this property should be made a board was recently appointed, consisting of one army officer, who is an

expert in building construction, and three local architects, one an American, with orders to appraise this property. The valuation of the board, expressed in gold, is as follows:

The Assembly Chambers (Deputation Building).....	\$72, 958. 70
The Beneficencia.....	178, 905. 79
The Insane asylum.....	63, 690. 65
The Santurce College for Boys.....	90, 715. 33
The Chapel attached to same.....	12, 810. 75
The Sacred Heart Convent, Santurce School for Girls.....	69, 158. 61
	<hr/> 488, 239. 83
The deputation has some other assets, consisting of claims against unpaid taxes, etc., which, according to the statement of the liquidator, amount to.....	59, 960. 93
	<hr/> 548, 200. 76
Making a total of assets of.....	548, 200. 76
Against which is an estimated indebtedness of.....	78, 000. 00
	<hr/> 470, 200. 76
Leaving a net balance of.....	470, 200. 76

There is one claim of considerable magnitude against the deputation brought by the Josephite Brethren, known here by the designation of the Padres Escolapios, a teaching order of the Catholic Church. They occupy one of the aforesaid buildings under a contract made several years since with the deputation, under which they are to receive upward of \$1,000 per month for services rendered in conducting an educational institution. This claim and the accompanying papers were forwarded to the Secretary of War for consideration on the 10th of July, 1899. It is very important that the question should be speedily settled as to the responsibility of the insular government for the support of this religious order.

Another building is used as a school for the education of girls under the supervision of the Mothers of the Sacred Heart. This society also received a subvention, but the order has no claim for a continuance of the subsidy. The building, is valued at \$69,158.61 and belongs to Puerto Rico.

The final disposition of this property has not been determined; but when all the data respecting value is at hand the subject will be referred to the judicial board for an opinion and with request for advice as to the rights and powers of the insular government as respects the several equities of the municipalities on the one hand and the insular treasury on the other.

It is said that two of the buildings were erected with the funds contributed by municipalities under Spanish régime, and that these town governments have certain rightful claims to participation in the proceeds of sale, or to reimbursement by the insular government should the latter take possession of the buildings. On the other hand, the insular treasury is now supporting the institutions and works which were formerly a charge against the deputation.

THE PRESENT RÉGIME.

The military government here was administered by Maj. Gen. John R. Brooke, U. S. A., from October 18, 1898, until his departure near the close of the year, and by Maj. Gen. Gny V. Henry, U. S. V., from December 6, 1898, to the 8th of May, 1899. On the date last named I assumed the command.

For a fairly full exposition of the more important orders issued by the several general officers who have exercised military control in Puerto Rico, you are referred to the paper herewith, an allocution that was

recently published here. Its purpose is stated in the first paragraph, and its issuance has had, and will have, a good effect as supplying an exposition of the aims and policy of the temporary military government. Inclosed are copies of all important orders issued by the military governor, which give further information.

In office were four so-called "cabinet officers," each receiving a salary of \$6,000 in gold per annum. One of these was the secretary of justice, whose authority over the judges, courts, and procedure was very great; and, as it resulted in a certain degree of dependence of the courts upon the secretary, his influence was too much extended, and not only detrimental to good administration, but also opposed to those ideas of government that would of necessity prevail should territorial autonomy be accorded to the island. The local system was an inherited one, no other being known. It gave to the secretary of justice, or permitted him to exercise, a certain influence over the courts and justices, and even over the prisoners in jail, whose pardon or mitigation of punishment was practically regulated by him.

It was expected that this officer would oppose any curtailment of his prerogatives, and it so resulted. However, after a month of discussion, illustration, and comparison, the secretary of justice recommended the discontinuance of his own office and the organization of a board that should advise the military governor respecting all judicial matters.

This board is composed of three prominent Puerto Rican lawyers and two Americans, one of the latter being an army officer.

After considerable delay and opposition a recommendation was procured from the supreme court for the appointment of a board of pardons and prison control, composed of three Puerto Ricans and two army officers. They have administered this branch of the service successfully for several months.

Mixed boards of similar composition have been appointed in charge of education, public works, charities, and health, and all the secretaries have been discontinued.

The former department of state, with a secretary at its head, has been constituted a bureau, with a chief at a salary of two-fifths that previously allowed to the secretary. The department of the treasury has been reorganized as a bureau of internal revenue, with same reduction of salary for its head officer, and a bureau of agriculture, formerly under the secretary of the interior, has been reorganized, its chief having the same salary as the other heads of bureaus. The remaining duties formerly committed to the interior department have been assigned to the boards of public works and education, and the department of the interior has been discontinued.

This reorganization, except in some details, was also recommended by boards of eminent residents of the island, all natives.

The three bureaus—state affairs, internal revenue, and agriculture—are all under the official supervision of the civil secretary, who reports directly to the military governor.

In appointing members of administrative boards representatives from the two political parties have been selected, so as to balance partisan ambitions and rivalries. The army and other American members, in their intimate association with the natives, learn much of the latter and their institutions, while the Puerto Ricans learn of the new system—all of which is mutually advantageous and educational.

The only alternative to this method of administration was to make the changes by military decree. This course was not thought to be wise, and the measures would have had opposition instead of support.

While the so-called cabinet is discontinued, there is in its stead a non-salaried board of Puerto Ricans to whom are referred questions of public policy for opinion and recommendation, but they have no initiative or control. The Advisory Board has been very helpful by its advice on many important questions of administration, especially as respects relief measures necessary after the hurricane of August 8.

But the board has not moved smoothly, as already reported to the Department under date of September 20, 1899. So long as no question of patronage was before them, their deliberations were harmonious; but when the board was asked to suggest the names of census supervisors, the three members of one political party retired and gave notice of renunciation of their functions. Later the subject was withdrawn from their consideration, and supervisors were chosen unaided by their counsel. Then the board resumed its functions. The incident was discouraging, as showing that it was impossible for nine distinguished natives of Puerto Rico to separate themselves from political considerations in taking action upon a small matter, when that matter involved a disposal of patronage. It also gave grounds for fear that a larger body—one possessed of legislative functions—would not be unconstrained by party considerations in carrying on the work that would necessarily occupy the attention of such a body were the island endowed with territorial autonomy.

In only three individual cases do Puerto Rican members of boards receive salaries. Two members of the prison board are members of the supreme court, and are paid as such; one member of the board of public works, who is a civil engineer, is also the head of the agricultural bureau, in which position he receives a salary.

The present organization of the personnel of the military government of the island is shown by the directory herewith enclosed.

In the circular to the people of Puerto Rico, dated August 15, the motives actuating the military governor were stated. The process by which the civil government, pure and simple, could and probably would replace the military régime was also explained.

POLICY OF THE MILITARY GOVERNOR.

As might be expected, the Puerto Ricans hold very tenaciously to their local manners, customs, and laws, with which they are familiar. To carry out a reform or to institute an innovation is attended with many difficulties; not so much because the public are wedded to all the old customs, for some of these they readily concede to be vicious, but because they can not understand the measures proposed as substitutes. They prefer to retain the old institutions and laws, even though defective, rather than to adopt new and unfamiliar codes, procedure, and administration.

It has not been easy to overcome this very natural human prejudice. From the first the course has been adopted which involved the *argumentum ad hominem*, instead of the severe dictum of the military mandate.

Almost every proposition to change or repeal a Spanish statute that was obnoxious to our laws and repugnant to good administration was at first opposed or resisted; but this opposition was met by the citation of palpable defects and suggestions of a remedy. The Puerto Ricans would usually make some concessions, but hold to the general objection. A counter draft would then be offered, and this would receive attention and discussion. Other concessions would follow; and so far these

methods have never failed to secure the favorable recommendation of the most interested, best informed, and prominent Puerto Ricans, for the adoption of the changes proposed. These methods have characterized the administration.

The only written instructions received for guidance of the military governor are contained in General Orders, No. 101, of 1898, which, *mutatis mutandis*, was promulgated in this island by General Miles on July 28, 1898. The general provisions of this order were reiterated to the undersigned verbally by the President upon the eve of the latter's departure from New York to assume his present duties. The President also intimated his hope that it would soon be practicable to establish in Puerto Rico a civil government, so that the military could be relieved or withdrawn from the direction of civil affairs.

The authority of the military governor of the island for issuance of orders changing existing laws and instituting reforms is contained in General Orders, No. 101, above cited.

When convinced that a change ought to be made—and no changes have been made until each project was most thoroughly considered from every point of view—effect was given to the resolution in a general order from headquarters. A proposition to establish a United States provisional court was authorized by the President before issuance of orders promulgating it.

In the appendix will be found a copy of every order of importance that has been issued by the military governor respecting civil affairs. A few orders of minor importance were published only in the Official Gazette of the island.

On September 9 cable instructions were received from the Secretary of War directing that a draft of all orders, etc., proposed for issuance be submitted for his approval in cases where the same would result in a form of government, or have a tendency thereto.

THE POPULATION.

Inclosed herewith are certain papers relating to population, which were prepared by the able civil secretary, Mr. Coll y Toste. Among these documents is a statement of the population from the time of discovery to date.

The movement of population, it would appear, has been something like the following:

In 1765 the population was stated by the governor to have been 44,833. During the succeeding eighteen years the number had increased to 87,984, or an increase of nearly 100 per cent. In 1803 the inhabitants were reported as numbering 174,902, i. e., in nineteen years they had again doubled. By 1834, the total had reached over 358,000, which is somewhat more than double the population of 1803. By the year 1877 it was again more than doubled. These last two periods of more than 100 per cent increase were thirty-one and thirty-three years, respectively.

The figures also show that from 1765 to 1846—that is, eighty-one years—the population had been multiplied very nearly ten times, and in the fifty-three following years it was again more than doubled. To what extent immigration aided this increase it is impossible to ascertain, for there is no available or accessible data on the subject. That large numbers arrived from foreign lands is known. Including natives of the Peninsula, of the Canary and Balearic Islands, of England and her dependencies, and the French, Corsicans, Danes, and Venezuelans resi-

dent here, there must be now on the island well on to a hundred and fifty thousand foreigners; but if immigration should be stopped absolutely—which is not possible—the natural increase, at a rate approximating that shown by reports, would, in the absence of a plague or famine, double the population every thirty or forty years.

In the British West Indian Colonies there are now about 1,500,000 negroes, and in the French, Dutch, and Danish islands 300,000 more. In Cuba and Santo Domingo there are another million. A large proportion of these blacks are ready to immigrate to Puerto Rico whenever a wage rate is paid exceeding that—say 1s. per day or less—which they can secure in their own islands.

In Puerto Rico but few women work in the fields, but in other islands they are employed as field hands, receiving about 16 to 20 cents per day as wages.

The last census, that of 1897, showed that the pure-blood negroes here numbered but 75,824 out of a total of 899,394, while of the same total there were 242,000 mulattoes. Combining the full and mixed bloods, and designating them as colored (the term by which they are known in the States), it would appear that the pure white are in a considerable majority; and comparing both totals with the statistics of the year 1887 it would seem that in that decennial period the numbers of those denominated above as colored are not increasing in numbers, but instead have actually decreased.

The numbers of pure-blood negroes and mulattoes above mentioned comprise the survivors and descendants of those who in 1873 were slaves. The number of slaves set free in the year just given was about 31,000, and the cost to the island for their manumission is stated at 10,996,219 pesos, all of which has been paid save 21,801 pesos.

A census of Puerto Rico was taken in 1897, but the results were never published or even tabulated in full. Some of the returns have been available, while a portion have but just been discovered, and a small part are still missing. In the appendix will be found such data as are deemed of importance that could be extracted from these papers. They had never been collated before.

The enumeration of 1887 gave the total number of inhabitants as 806,700, of which number there could read and write, males, 57,216, and females, 39,681; making a total of 96,867, or 12 per cent. Those able to read only were reported as 14,513.

It is claimed that the number that can read and write at this time has a considerably larger ratio to the whole population than in 1887.

The statistics for 1887 report the number of legitimate births as 14,847, and illegitimate as 10,947, giving a total of 25,794, or 32 per 1,000, the percentage of legitimate births being much larger than in many of the islands owned by Great Britain.

The mortality in Porto Rico was reported at the rate of 26.8 per 1,000, which compares favorably with other countries, and is lower than in Madrid, St. Petersburg, Rome, Berlin, and Vienna.

The compendium of the Eleventh United States Census shows, from registration returns upward of 21,000,000 population, a death rate of 20.27 per 1,000.

In 1888 those receiving instruction in schools were reported as numbering 26,103, while those of age suitable for instruction must have been at least eight or ten times greater. Further data respecting education will be found elsewhere.

On March 27, 1898, an election was held in Puerto Rico for delegates to the insular house of representatives. At this election suffrage was

accorded to all males over 25 years old who did not belong to the army or navy or had not been convicted of crime. One hundred and eight thousand one hundred and ninety-two ballots appear to have been cast.

Early in the present year the commanding general of the department called for reports from alcaldes that would show the number in the respective jurisdictions who were eligible to be chosen as members of the town council. Only taxpayers were eligible under the then existing law, whose names were included in the upper two-thirds of those classed as such. The number of eligibles reported was 12,231. Three small municipalities were not reported.

A calculation was made by a local authority to show the number of electors, on the supposition that the franchise should be exercised only by male natives over 21 years of age who could read and write or were taxpayers of record. The numbers of these two classes are given as:

Those who could read and write.....	28, 073
Those who were taxpayers.....	26, 285
Total.....	54, 358

On the 25th day of July, 1899, an election was held in Adjuntas for municipal officers, and the registration was made in conformity to General Orders, No. 112, c. s., Headquarters Department of Puerto Rico.

The order imposed the following qualifications for electors: Men over 21 years old, able to read and write, or who were taxpayers of record, who had been actual residents of the island for at least two years, and of the municipality for six months preceding the date of the election. The number who proved these qualifications before the board of registration was 906, out of a population, according to the census of 1897, of 18,505; that is, less than 5 per cent could vote under the conditions stated.

There was much public interest in this election, and it is believed that about all who were eligible were registered. This incident indicated that in the whole island there may be approximately 45,000 who could vote under the conditions of the order above referred to.

The class who can not fulfill these conditions, say 75 per cent of the males over 21 years of age, are usually in a state of abject poverty and ignorance, and are assumed to include one-fifth of the inhabitants.

They are of the class usually called peones. This word in Spanish America, under old laws, defined a person who owed service to his creditor until the debt was paid. While those laws are obsolete, the condition of these poor people remains much as before. So great is their poverty that they are always in debt to the proprietors or merchants. They live in huts made of sticks and poles covered with thatches of palm leaves. A family of a dozen may be huddled together in one room, often with only a dirt floor. They have little food worthy of the name and only the most scanty clothing. While children of less than 7 or 8 years of age are often entirely naked. A few may own a machete or a hoe, but more have no worldly possessions whatever. Their food is fruit, and if they are wage-earners, a little rice and codfish in addition.

They are without ambition and see no incentive to labor beyond the least that will provide the barest sustenance.

All over the island they can be seen to-day sitting beside their ruined huts, thinking naught of to-morrow, making no effort to repair and restore their cabins nor to replant for future food.

The remarks of Mr. James Anthony Froude in his work on *The English in the West Indies* apply with full force to these people:

Morals in the technical sense they have none, but they can not be said to sin because they have no knowledge of law, and therefore they can commit no breach of the law. They are naked and not ashamed. They are married but not parsoned. The women prefer the looser tie that they may be able to lose the man if he treats her unkindly, yet they are not licentious. * * * The system is strange, but it answers. * * * There is evil, but there is not the demoralizing effect of evil. They sin, but they sin only as animals, without shame, because there is no sense of doing wrong. They eat the forbidden fruit, but it brings with it no knowledge of the difference between good and evil. * * * They are innocently happy in the unconsciousness of the obligations of morality. They eat, drink, sleep, and smoke, and do the least in the way of work they can. They have no ideas of duty, and therefore are not made uneasy by neglecting it.

Between the negro and the peon there is no visible difference. It is hard to believe that the pale, sallow, and often emaciated beings are the descendants of the conquistadores who carried the flag of Spain to nearly all of South America, and to one-third of North America.

One family of industrious people, such as are found all over the United States, contributes more to the general prosperity and wealth of the country than ten families of these peones.

Among the merchant and proprietor classes there are many Spaniards and other foreigners, but nearly all such are actual residents of Puerto Rico. Among the cane growers are a few English, Americans, French, and Germans, but usually they are old residents. At this time there is but one sugar "central" being installed—this by American capital. All the tobacco growers and nearly all the coffee proprietors are natives or Spaniards.

PUBLIC ORDER—CRIMES AND PRISONS.

The distribution of troops has been such as to have available at all the centers of population ample force to repress all attempts, should any be made, to disturb the peace. At present the forces are located as follows:

At San Juan.—One troop of cavalry, 6 companies of infantry, 2 batteries of artillery, 2 companies Puerto Rico Battalion.

At Mayaguez.—Three troops of cavalry, 1 company Puerto Rico Battalion, 1 company of infantry.

At Ponce.—One troop of cavalry, 3 companies of infantry, 1 company Puerto Rico Battalion.

At Humacao.—One troop of cavalry.

At Lares.—One company of infantry.

At San German (subpost of Mayaguez).—One troop of cavalry.

At Adjuntas.—One troop of cavalry.

At Aibonito.—One troop of cavalry.

At Cayey.—One troop of cavalry.

At Arecibo.—One troop of cavalry.

DETACHMENTS.

At Las Marias.—One officer, one-half company.

At San Sebastian.—One officer, one-half company.

At Maricao.—One noncommissioned officer and 10 men.

At Yanco.—One officer and 25 men.

At Vieques.—One officer and 22 men.

At Guayama.—Two noncommissioned officers and 12 men.

At Caguas.—Detachment of Puerto Rico Battalion.

At Utuado.—Two noncommissioned officers and 8 men.

The regular force, as will be seen, consists of one regiment of cavalry, one regiment of infantry, and two batteries of artillery. The battalion of native Puerto Ricans are specially useful, as they are

acquainted with the country and the people, and speak the local language. They are principally employed as jail guards, and spare the necessity for the employment of hired guards, etc. The commanding officers of these guards are also the inspectors of the jails.

There is also in the service a force of insular police of 400 men, all natives. They are distributed in small groups of from 5 to 10 men throughout the rural districts, and have been specially useful in arresting criminals and in preserving the peace. While this organization bears a resemblance to the Guardia Civil of the Spaniards and has some analogous duties, it differs from the latter radically in that it is not made the instrument of oppression as the former is said to have been. The insular police are held to the strictest obligation to observe the laws and to molest no one save the criminals. All who are arrested by it are immediately delivered to the nearest local magistrate, by whom, in the formal manner, the cases are disposed of as required by the penal code, and the guilty punished.

The cases of arrest are numerous. The offenses are usually personal assaults originating in the vendetta or they are predial larceny. During the period from the landing of the American troops last July to the withdrawal of the Spanish forces in October there was, as might be expected, much disorder. The evil-disposed classes rose against the Spaniards, and murders, robberies, and arson were common. It is claimed by some that property to the value of many million dollars was burned, and personal property and money in large amounts were seized and carried away. This lawlessness was not stopped until the American troops had taken control and established garrisons in the most disturbed districts.

The difficulties encountered by the United States Army in stopping these outrages were very great. All was strange to the officers and men—the country, the people, the laws, and the language.

Almost immediately after the signing of the peace protocol the withdrawal of the volunteers commenced, and, although considerable numbers remained, there were cases where thoroughly efficient protection could not be extended owing to the difficulties above noted. The murderers or robbers would take refuge in the remote parts where there were no roads and but few trails. It was sometimes impossible for the troops to follow the marauders to their haunts and it was very difficult to apprehend the criminals.

These conditions resulted in the creation of the insular police above referred to, which reports directly to the Governor-General. Their continued maintenance for some time to come is indispensable. The annual cost of the force to the insular treasury is about \$165,000, or a little more than \$400 per man per annum, for services, material, and food. One-fourth of the whole number are mounted men.

Spain maintained in Puerto Rico before the war a force of upward of 4,000 regular troops, about 1,600 more than the number now in the island, while the Spanish guardia civil had double the strength of the present insular police.

The former government, it is said, was administered with great rigor and the civil guards were the agents for apprehending violators of the laws and of royal decrees and orders. The accounts given of the barbarities practiced by these men tell of a condition that is scarcely conceivable. The island was peaceful, but it must have been such a peace as exists only where the inhabitants are subjected to a reign of terror.

With the departure of the Spanish forces came a swing of the pendu-

- lum to the opposite side. The pressure was released. The people, good and bad, had yet to learn and see that there could be no rule of order or well-being without subjection to the ordinary requirements of organized society. It was difficult for them to conceive of a reign of law without display or constant exercise of force. Obedience to law for the common benefit of all seemed to them incomprehensible, and the inculcation of this doctrine has been far from easy. But notwithstanding the unfavorable conditions much progress has been made, though the advance from day to day and from month to month has been scarcely perceptible. But comparing the past with the present it is not difficult to recognize the general advance and progress toward a greatly improved system of administration, a system that will insure peace and tranquillity and that will furnish a fair opportunity for the island to prove its capacity and to take its place as one of the well-governed communities of the world.

The steps by which this result has been attained are stated in the circular of August 15 herewith and it is unnecessary to enumerate them a second time.

In any country where more than one-half of the population is continually on the verge of starvation or are pinched by hunger; where labor, when employed at all, is remunerated only to the extent of from twenty to thirty-five cents per day; where thousands upon thousands are unable to secure work at any rate; where only 10 or 15 per cent of the inhabitants can read and write; where the ordinary standards of public morality are largely ignored; where half the children are illegitimate; and, finally, where the functions of the government have been used to discourage, repress, or prevent initiative, and the people have no knowledge of any duty or obligation but to obey the orders of the governing classes—it would be strange if, under such conditions, murder was unknown, and pilfering, stealing, and plundering were uncommon. Let it be supposed that under conditions such as are recited a government of repression should be suddenly relaxed and for it another substituted, which these ignorant people have heard of as one under which freedom is the predominating characteristic; it would be still less strange if, when released from restraint, the tendency to lawlessness should greatly increase, and a reign of terror should take the place of a reign of oppression.

Although General Brooke announced upon assuming command that the existing local laws would be enforced by hold-over officials, yet the latter were intimidated; and, knowing little or nothing of the laws and customs of the new sovereign, they were apathetic and largely helpless. They were overawed by the threats of the lawless, and the local police, if not in actual sympathy with the plunderers, were afraid to act. It was not until the United States troops had been generally distributed through these disturbed districts that the civil officers began to feel that they could have effective support.

While the native Puerto Ricans welcomed the American troops, the resident Spaniards would naturally deplore their coming. The number of this latter class was large, and if to the natives of the Peninsula are added the emigrants from the Canary and Balearic Islands (whose sympathies are largely with the former Spanish administration and government), the number of Spanish sympathizers would reach, perhaps, one-tenth of the total population of the island. There were also many other foreigners from the neighboring English, French, and Danish islands, and from Corsica, so that it is within the bounds of probability to say that approximately one-eighth of the residents of Puerto

Rico were either of foreign nationality or not in sympathy with the nation which by conquest had acquired the sovereignty of Puerto Rico.

If industrial conditions change, insuring better remuneration for labor, and if the local administering of the laws shall be just and uniform, the state of society and public order will, it is hoped, assume conditions that will compare favorably with other tropical islands in these waters.

The official reports from the island of Barbados for the year 1898 show that the number of commitments in prisons and jails of that island aggregated 3,558, and the number committed by local magistrates which resulted in conviction numbered 9,134, in a total population of 189,000; that is, a total of convictions of 12,672, which is at the rate of 6.7 per cent of the population.

At the present time, while the condition of this island is peaceful, there are frequent cases of robbery and personal assault, often resulting in murder. That this crime should still be prevalent and far too common is not strange when we take note of the exceptional conditions that now exist, due to intensified destitution, the result of the destructions caused by the hurricane of August 8, referred to elsewhere in some detail.

The statistics of crime in the island are not full or complete. So far as can be learned, an annual report on this subject is not known here. Rules have been made that will secure from the alcaldes such reports in the future; but the frequent changes of local officials has made it impossible to collect data such as well-governed and well-administered communities render to the central government.

Connected with each of the courts of first instance there was always a jail in which were confined prisoners under sentence or awaiting trial. These institutions were supported from municipal expenditures. Each town in the district composing the jurisdiction of the court of first instance contributed to jail expenses in proportion to the population. But upon the arrival of the United States troops these quotas of expenses were greatly in arrears, and as a result the jail expenses remained unpaid for many months in nearly all towns.

The condition of the jails, as regards discipline, administration, and sanitation was reported to be very bad indeed. It was evident that the municipalities in their enfeebled and often chaotic condition could not or would not bear the burden. As before remarked, the jails have been consolidated into five, and, with the penitentiary in this city, there are six places where malefactors may be confined.

By order of a predecessor the whole expense of the jail support was assumed by the insular treasury. The total expense of this service for the current fiscal year was estimated at \$232,000, but as it has been found practicable in many cases to substitute soldiers of the Puerto Rico battalion for the civil guards and turnkeys the total will probably be brought down to about \$173,000 for the year.

In no jail or prison had it been the practice to require any labor of the prisoners, either of those undergoing confinement or of those awaiting trial. A reform in this respect has been instituted. Shops are being installed in the penitentiary, where articles for use in the prisons, clothing for those confined, and goods for sale are being manufactured, thus making some approach toward self-support. Men under sentence are required to do work on the roads and to do police work in the towns and cities. The manufactured product of prison industry, consisting principally of clothing, is used for the insane and the orphans.

THE CLERGY.

In the insular budget for several years past there has been carried an item of expenditure for the support of the Catholic clergy. The total for each of the fiscal years 1897-98, 1898-99 was stated at 163,610 pesos. Allowance for the priests continued at this rate until October 18, 1898, when the sovereignty of Puerto Rico was transferred to the United States. Since that date no further payments have been made, notwithstanding claims for a continuance by the local representative of the Catholic Church.

These claims are understood to be based on the treaty of Paris, and particularly on the second paragraph of Article VIII of that instrument. In further support of the claim it is asserted that for and in consideration of the stated allowance referred to above the Church, in 1857, by agreement between the Pope and the King, relinquished in favor of Spain certain tithes or "first fruits of the earth," which by long established custom had previous to that date been enjoyed by the clergy.

The claims preferred by the vicar capitular of Puerto Rico were, on June 29, 1899, forwarded for the action of the Secretary of War. Among these papers will be found a full exposition of the claim, and also a copy of the concordat between the Pope and the King of Spain.

It is very important to Puerto Rico that this question be speedily resolved.

Almost all the inhabitants, both native and foreign, are Catholic, or nominally so. In every town there are one or more churches, and in charge of each church there are one or more priests.

The control actually exercised over the people by these ecclesiastica is only nominal. Beyond the fact that nearly all the people are baptized by the priests, that the last rites of the Church are celebrated at their funerals, and that such as are married at all are married by the priests, the visible evidences of the influences of the clergy are very few. Many thousands, perhaps hundreds of thousands, never enter a church save to attend a christening, a wedding, or a funeral. Until cockfighting was prohibited this barbarous sport was much better patronized than the Sunday services. Sunday schools for teaching the catechism are seldom held, or, if held, are not well attended. A request has been made by the vicar capitular to permit religious instruction of children in the village and rural schools during hours when the buildings are not occupied by the regular instructors, the teaching of the catechism to be given by the priests, and by representatives of other religions.

There are a few Protestant churches in the island—perhaps half a dozen in all—the attendance being made up largely of newly arrived foreigners and Americans.

While no formal claims have as yet been preferred by the representative of the Catholic Church for restoration to the Church of certain public buildings and lands, it is understood that it is the intention of that representative to claim ownership to several valuable structures in San Juan and to ask for surrender to him of the property. The basis of these claims is understood to be that said edifices belonged originally to certain religious orders, but were taken possession of by Spain without good reason and held as public property, finally being transferred as such to the United States. Some of the most valuable lots in San Juan are understood to be included in this category.

EDUCATION.

Herewith is submitted the report of the board of education, in which the former and present conditions respecting public education are discussed. From the census of 1887 it is learned that the number of Puerto Ricans who could read and write in that year were 96,867 (age limit not given), and in addition those who could read only (same limitation) were 14,513, out of a total of 806,708 of all ages.

The proportion of inhabitants of the United States who are less than 10 years of age is very nearly 24.3 per cent of the whole. Assuming that this numerical relation of those less than 10 years of age is applicable to Puerto Rico, then there would be 610,678 in this island who are more than 10 years of age.

The proportion of the inhabitants of the United States who are more than 10 years of age and who can not read and write is given by compendium, Eleventh Census, as 13.34 per cent. If the ratio of illiteracy in this island were the same as in the Union, then of the 610,678 stated above there would be 529,234 who could read and write. I assume that the 96,867 reported as so able are all over 10 years of age. The census records for Puerto Rico, year 1887, would indicate that of the class of persons, assumed to be 10 years old and upward, who have not the degree of education stated, there are here 514,811; or, in other words, of those who can not read and write there are:

	Per 100.
In the United States	13.34
In Porto Rico	84.14

But, as before stated, the figures for this island are based on the census records of 1887, the accuracy of which can not be verified, and further it is assumed that all who were reported as able to read and write were more than 10 years of age.

In some towns the percentage of the inhabitants having a knowledge of reading and writing is as low as 5, while in others it is as high as 18, and in one as high as 46.

In each municipality, under the Spanish régime, was a board of education, and these boards are still in office. As municipal elections are held, new boards will be elected by the qualified electors. In more than one instance persons have been found serving as members of local boards of education who could not read or write.

In a few towns there are some poor school buildings owned by the municipality, but there is not one that, as respects its construction and equipment, conforms to modern ideas of essentials.

In the report of the insular board of education will be found much valuable data respecting a great variety of subjects cognate to education and social conditions, and special attention is invited to this valuable paper.

The board of education consists of two Americans and three Puerto Ricans, two of the latter serving gratuitously.

The education laws of Puerto Rico were all revised and greatly changed shortly before the undersigned assumed his present duties. The revision was prepared by Mr. John Eaton, who was formerly Commissioner of Education in the United States. These new school laws were approved and promulgated by Major-General Henry, then commanding the Department of Puerto Rico.

The changes which result from the new code are very radical and have been subject to some complaint, but a return to the old system was not felt to be justified. If, considering the subject *de novo*, so radical a measure would not have been adopted, but instead a procedure

on the lines of gradual adaptation; for it has been found that, in general, it is not the laws which cause abuses but rather their bad administration.

Were home rule to be now established it is believed that the tendency would be to not only revert to the old methods, but also to dispense with the services of the Americans who are engaged in implanting the new educational system and performing most valuable work.

The amounts carried by the insular budget under the head of "Public instruction," for the fiscal year 1898-99, all reduced to dollars, were:

General budget of the island	\$54,559.27
Provincial deputation, insular	35,472.00
Total	90,031.27
Besides there were municipal appropriations for educational purposes of	203,373.00
Making a total for the whole island for public instruction of...	293,404.27
For the present fiscal year the appropriations carried by the insular budget for education are	330,050.00
And by municipal budgets	83,063.57
Making a total of	413,113.57

The total appropriations for all purposes of government for the last fiscal year were:

General budget of the island	\$2,674,396.00
Provincial deputation (insular)	194,755.73
Municipal budgets (1897-98)	1,618,769.72
Total appropriations	4,487,921.84

The current year's appropriations for all purposes are:

General budget of the island	\$1,943,678.11
Municipal budgets	1,429,981.26
Total	3,373,659.37

Therefore the ratio borne by the school appropriation to the whole expenditure of the island for 1898-99 is 6.53+ to 100; for 1899-1900 is 12.24+ to 100.

Applying this ratio of 12.24+ to 100 for 1899-1900, to the total appropriation for all insular purposes for the preceding year, the total for schools would have risen to \$549,321, a sum equal to 16.28 per cent of the budget for the current year; in other words, out of a revenue and expenditure of \$4,487,921.84 counted on by Spain for 1898-99, there would have had to be allotted to schools the sum of \$549,321.63 to make her allowances for this most important branch of service equal the proportion of revenue applied to it under the United States military rule.

The Eleventh Census Compendium gives for the United States a total of persons of school age, 5 to 17 years, as 15,207,691 out of a population of 62,622,250, or very nearly 30 per cent.

The total population for Puerto Rico for the year 1897 was given as 890,911. If the ratio of these ages to all ages in the United States were applied to Puerto Rico, there should be found here over 267,000 children of age suitable for public instruction.

It will be seen by the report of the board of education that the number registered last year as attending school in Puerto Rico was:

Boys	19,804
Girls	9,368
Total	29,172

While the attendance was:

Boys	14,720
Girls	7,153
Total	21,873

Therefore but very slightly more than 8 per cent received instruction, leaving unttaught in any way over 245,000.

To provide schoolhouses and equipment for all schools needed would probably cost, for very plain accommodations, not less than \$1,500,000; and besides this original outlay, a further annual expenditure would be required of not less than an equal sum, or at the rate of \$5 per capita for, say, 300,000 pupils, a rate much lower than is customary in the United States.

This indicates the proportions and magnitude of the task that confronts the people of Puerto Rico in their efforts to secure for the island a prominent place among the educated and enlightened communities of the world.

In the States of the Union it is a common practice to make a general tax levy for the support of schools, in pursuance to a general policy that has been adopted by the people, speaking through their State legislatures. The State boards of education, therefore, are able to make their plans for years in advance, and know long beforehand what will be the amount of means available for school purposes.

In Puerto Rico there has been no such policy pursued. About one-third of the revenues for schools were derived from the general treasury, and the remainder had to be provided by the municipalities. The amount was never more than sufficient to educate a few of the children, and this has had the result that might be expected—a small educated class and a large illiterate one. The educated and well-to-do are those who control the municipal and other government machinery. The poor and ignorant have but to obey, and the gulf that separates the peons from the ruling classes is impassable.

In the brief period of military occupation it has not been found practicable to develop and apply a general tax law. It results, then, that all branches of the public service must be supported directly from the public treasury through allotment of means that are available. This year no more could be done than to apply to education a sum about three and a half times larger than Spain allowed. Municipalities are in this way relieved of a part of the burden, as they have been entirely relieved of jail expenses (see chapter on public order, etc.), but the councils of these towns prepare their own budgets, and they have greatly reduced their allowances for education, averaging much more than half reduction, certainly not an encouraging outlook for the illiterate youths that swarm all over the island.

I have quoted some general statistics of the United States respecting illiteracy, but considering in detail those that relate to one of our territorial divisions, little justification can be found for criticism of Puerto Rico, or indeed of her former rulers.

On September 22, 1846, General Kearney published a code of laws for New Mexico, and after four years of military rule the territory of this

name was erected into a temporary government by an act of Congress. It has been endowed with Territorial autonomy since that date, 1850, but Congress has not yet seen fit to confer upon it full statehood.

The first enumeration of the population of New Mexico was made in 1850. The inhabitants are stated to have numbered 61,547. Of course they were all, or nearly all, natives whose tongue was Spanish. Although there were many wild Indians in the Territory, there was no enumeration of them and none of the civilized Indians until 1860, when the number of the latter was reported as 10,000. The Compendium of the Eleventh Census gives the population of New Mexico as 153,593, of whom 8,554 were civilized Indians. The number over 10 years of age who could not speak English is stated as 73,271. The whole number of persons less than 10 years of age is given as 44,521; therefore, those more than 10 years of age numbered 109,072. Since 73,271 of these could not speak English, it follows that but 35,801 could do so. Yet in the year 1890 New Mexico expended \$4.66 per capita of pupils enrolled, who numbered 23,620.

Data is not at hand as to the number of New Mexicans who could speak English in 1850, but it is safe to assume that very few indeed could do so. The above shows that after fifty-three years under United States laws only 1 person in 4 over 10 years of age could speak the official language of the country. How many of those ignorant of English could read or write Spanish is also unknown, but the number certainly could not be large.

It is not a violent assumption to say that 3 out of 5 of the people living in New Mexico can not to-day read and write any language. Personal knowledge of New Mexico is the justification for the statement that the native New Mexicans and Pueblo Indians are not much more, if at all, advanced in intelligence, wealth, and industry beyond the poor class in Puerto Rico. Along the valley of the Rio Grande to its mouth the same conditions prevail.

THE JUDICIARY.

The reorganization of the courts and legal procedure caused most concern. In Puerto Rico was found a supreme court of seven members, two audiencias of three members each, and, in addition, twelve courts of first instance and instruction. Their jurisdiction and procedure were complicated, and there were great difficulties and delays attendant upon criminal and civil trials. The codes of law and regulations in force were numerous and voluminous, and the whole system was un-American and strange. General Orders, No. 114, herewith, has just been issued, giving a basis for a new judicial system. The courts and their jurisdiction are projected on the usually established system of State courts in the American Union. It was not easy to bring this about, but by dint of constant efforts with full and free discussion, a unanimous recommendation for a departure from the old system and the installation of these new courts was made by the judicial board. But this was easier than to effect an abandonment of the Spanish procedure. At last this was accomplished, and a general order promulgated prescribing a procedure which, while in many respects not fully American, is a wide departure from that prevailing heretofore.

One member of the judicial board remarked in respect to it that now a litigant or criminal would have a decision in four months which formerly required four years.

Under the new order of things there are still crudities, and many

requirements and rules strange to American lawyers and judges, but one by one these will disappear, and ultimately a much more complete harmony of the Puerto Rican with the American system of procedure will come into being.

As respects changes in the laws of the land—the penal code, the civil code, the law of contracts, etc., and indeed the whole written law of Puerto Rico—the course pursued is one of gradual adaptation. It has been stated that the insular commission has written an entire code for this island, which is to be offered for adoption. With all deference to the distinguished gentlemen who compose that commission, it is suggested that the arbitrary installation at this time of any system, no matter how perfect, would be most unfortunate, as tending to defeat the very object sought to be accomplished.

While any code of laws drafted by Americans and officially approved would be respected, yet it would not be understood; it would have to be applied by lawyers and judges who do not understand, and who will not be able to understand for some time, the common law of Anglo-Saxon peoples.

This was well illustrated by example here. Proceedings under the writ of habeas corpus were authorized, this on the recommendation of the then secretary of justice; but through inability to understand the real purpose of the writ, it has been practically a dead-letter. One case did arise, but an error occurred in its application. This, however, has been explained; and gradually the use of this instrument for the protection of the rights of those charged with crime will be better understood.

The system of laws that prevail here is the outgrowth of quite a thousand years of human experience, and can not be struck down or radically changed in a day, nor yet in a year. In the administration of those of her colonies that were formerly under the sovereignty of other states, England has pursued the wise policy of respecting and preserving the former laws and customs. For example: British Guiana still has a code of laws implanted there largely by the Dutch colonists; so the Province of Quebec and the island of Mauritius have codes largely based on the ancient French-Roman law; and many more examples might be cited. In our own country California still preserves in its laws some features of the old Spanish-Mexican code in force there at the time of its conquest. It is to be hoped the same practice will follow here, should an autonomous government be finally established for this island.

The educated people of Puerto Rico—and there are many who are learned and highly accomplished—and the commercial and industrial proprietors as well as the plain people are living under a highly organized, though complicated, system of laws and customs. They are jealous of their rights, and with the advent of American sovereignty they look for an extension of those rights. It is also true that they may not have a fair conception of the responsibilities that must always accompany an extension of privileges, but they are highly sensitive and even jealous of encroachments. Great care has been observed to respect existing prejudices, even though such respect may not comport with the extreme views of some resident Americans and some at home who wish to see the island “Americanized,” as they call it, in a day.

The island is densely populated, there being well on to 1,000,000 people here. It was easy to “Americanize” the sparsely settled regions of the West, acquired by conquest and purchase, for there society had no organization and there was no civilized population to be amalgamated.

In a paper herewith, prepared by Major Sharpe, judge-advocate of

the department, will be found a description of the former judicial organization under Spain, and in another inclosure—Circular from Headquarters Department of Puerto Rico, of August 15—and in copies of general orders, also herewith, will be found considerable data respecting the measures put into operation for the adaptation of the former judiciary and its procedure to methods with which the people of the United States are familiar.

Omitting details, which will be found in accompanying papers, the present situation may be stated as follows:

The insular courts have been reduced in number from 15 to 6; the number of prisons and jails from 1 penitentiary and 11 jails to 1 penitentiary and 5 jails. Each of the 69 towns still retains a municipal court, but on a modified and improved basis. At each town there is also a "lockup."

Those who are arrested and charged with crimes have a prospect of speedy trial, and any criminal who feels that he is wrongly deprived of his liberty may, through the writ of habeas corpus, have a hearing before a judge, who will dispose of the matter according to the rules of right and justice.

The district courts have been in operation but a few weeks, and have as yet many cases on their dockets. It is hoped that within a short time they will be able to dispose of the accumulation of the cases turned over to them. One district court—that at Humacao—is reported as having its docket cleared up to date. This is the first time that such a thing has happened in the history of the island.

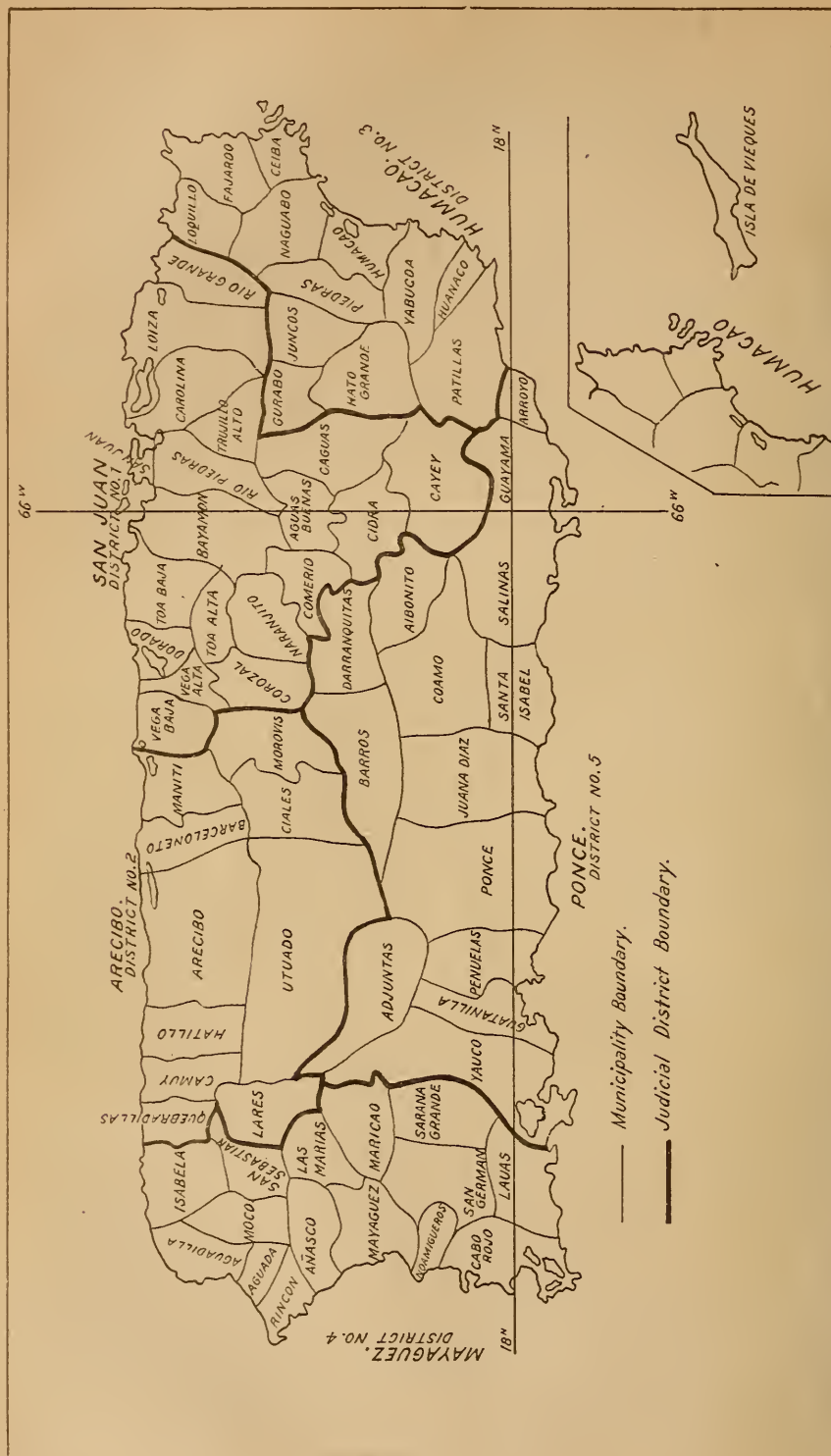
When the control of the civil affairs of the island was taken over by the United States on October 18, 1898, there were in the jails a very large number of prisoners, of whom some had been tried and many more were awaiting trial. Among the latter were a number of marauders, who had been arrested during the so-called interregnum, or shortly thereafter. Some of these offenders were charged with violation of United States statutory laws, and others were members of bandit organizations. For the trial and punishment of such offenders resort was had to military commissions, and a considerable number were adjudged guilty by such commissions. Upon approval of the proceedings by the commanding general they were imprisoned in the local jails, where they served or are serving their sentences.

But as the military commission is an instrumentality for the enforcement of the laws of war, the use of that means of administering justice ceased on April 11, 1899, the date of the proclamation of the President announcing the termination of hostilities with Spain.

But the trials by commissions could not be had in a great many other cases, where the jurisdiction lay with local courts. So slow had been the procedure that there had been congregated in the jails large numbers of malefactors that were awaiting action by the local courts, and had been so waiting for many months or years. Everything possible was done to expedite these proceedings. When the witnesses had disappeared, or the offenders had been incarcerated for a long time, the accused were released by military order.

For the trial of offenders who were charged with the violation of United States law—i. e., such cases as would in the United States be tried by the United States Federal courts—a provisional court was created under authority of the President. It consisted of a law judge and two members (the latter being army officers), with an American lawyer as prosecuting attorney. By this court a large number of cases have been disposed of and punishment has been awarded to the guilty.





MAP SHOWING JUDICIAL DISTRICTS AND MUNICIPALITY BOUNDARIES OF THE ISLAND OF PUERTO RICO

Its procedure is that of the United States courts, and there have been a few trials by jury, two in cases of capital crimes.

The proceedings of this court are attentively observed by some of the local courts and lawyers as illustrative of the methods followed in the United States in administering justice, and of what may be expected to prevail here. The local courts are:

(1) The supreme court of appeals, consisting of six judges and a prosecuting attorney. It has original jurisdiction only in cases of impeachment of judges of lower courts.

(2) Five district courts, consisting each of three judges and a prosecuting attorney.

(3) Sixty-nine municipal courts, one in each town in the island.

A map is inclosed showing the five judicial districts.

THE CURRENCY.

As is well known, the circulating medium of Puerto Rico previous to American occupation was principally the provincial silver, coined at the mints of Madrid and Sevilla, and put in circulation in this island at the close of the year 1895, displacing the Mexican silver that for some years had been in use. The exchange was an arbitrary one, made at the rate of 100 Mexican to 95 Puerto Rican, a discount of 5 per cent in favor of the latter.

The provincial silver peso, which thereupon came into use, is of the same weight and fineness as the Spanish peso. The fractional silver, in denominations of 5, 10, 20, and 40 centavos, is of the same weight and fineness as the Spanish coins of the same denominations, and of the French franc and its multiples.

All the provincial pesos appear to have been struck in 1895, while the fractional silver coins are of the years 1895 and 1896. There is no provincial coinage of copper; but Spanish centavos and double centavos were shipped to the island and used instead. In order to identify the coppers for use in Puerto Rico they were usually punched, the customs officials forbidding the exportation of such.

It appears that the number of provincial pesos coined was 8,360,000 and the nominal value of fractional silver was 1,060,000 pesos, making a total Spanish coinage of provincial silver of 9,360,000 pesos. But the volume of Mexican silver to be withdrawn was overestimated, as it amounted to only 6,426,393 pesos. It is claimed that the amount represented by the difference, i. e.—2,933,607 pesos—was never put in circulation, but was returned to Spain during the years 1896 and 1897.

The sum of \$480,000 in gold was also sent from Spain to Puerto Rico, but of this amount \$410,916 was returned to Spain in January and February, 1898, leaving in the island only \$69,084 of the original shipment. The amount of Spanish gold now here is very small.

Spanish copper coins to the value of 70,000 pesos were also sent to Puerto Rico, so that the total amount of the provincial money that remained in the island was as follows:

	Pesos.
Provincial silver.....	6, 426, 393
Gold.....	69, 084
Spanish copper centavos.....	70, 000
Total.....	6, 565, 477

This information is taken from a paper prepared by the civil secretary, Mr. Coll y Toste, with title "Statement of amounts spent in the exchange of Mexican money, 1895," which appears in the appendix herewith.

It is impossible to ascertain more than approximately what is now the volume of the circulating medium. Some light is thrown upon this by Mr. Carlos Soler, the subdirector of the Banco Español de Puerto Rico, whose letter dated August 10, 1898, will be found in the appendix. He estimates the amount of provincial silver placed in circulation at 6,576,000 pesos and the copper at 70,000 pesos, giving a total of 6,646,000 pesos. Disregarding the gold noted in Mr. Coll y Toste's statement, it would appear that Mr. Soler's total exceeds the other by about 149,000 pesos.

Respecting the volume of this Puerto Rican coinage remaining in circulation at this time, no better information is at hand than that contained in Mr. Soler's letter, cited above. It will be seen that he places the silver at 5,875,000 pesos and the copper at 45,000 pesos, giving a total of 5,920,000 pesos. He also states that the estimated sum of 600,000 pesos has been sent or taken out of the country by the returning Spanish troops and private individuals; but as this silver peso is worth in Puerto Rico about 20 cents more than anywhere else, it is safe to assume that it will all drift back here in time, and therefore it should be taken into account in any study of the currency of this island.

As respects the volume of American money now circulating, it is impossible to furnish a satisfactory estimate. Although the army disbursements in the island have been several millions, it is believed that most of it has been sent back to the United States. It came usually in bills, a form convenient for cheap conveyance and transmission by post. Merchants and others wishing to remit to New York or Europe are in the habit of buying American currency and sending the same to New York in registered letters, buying there European exchange for such amounts as they may wish to remit to London, Paris, or Madrid. Bank bills are therefore at a premium over American gold, for the latter can only be shipped by express at much greater cost than the postage or registration expenses of parcels by mail.

It is presumed to be the policy of the Government, and the wish of the people of the United States, as it certainly is of the business men of Puerto Rico, to have American money displace the local coinage. The funds sent here for army disbursements should be in silver, nickel, and copper. As before stated, paper money soon disappears, while metallic money would be much more likely to make its way into general circulation and remain here. In this way the inhabitants would much more quickly become familiar with United States currency; but the fact should not be lost sight of that the peso is the money of the country and will so remain until it is forcibly withdrawn.

In the present prostrated condition which affects all industries, the volume of Puerto Rican money, together with the bills of the Spanish Bank (the latter amounting to about 1,000,000 pesos) is ample for all needs. On August 10 there were stored in three local banks the sums of 2,691,500 pesos in silver and over 800,000 pesos in bills of a local bank.

The provincial circulation being ample, it follows that the United States currency, which is strange to the people, is in small demand in commercial transactions.

The army disbursements amount, approximately, to \$200,000 per month, but this money inevitably drifts to the banks and does not go into circulation. The estimated amount of American money now in the bank vaults is \$253,598.98, as shown by data recently obtained from the cashiers.

The only way to force American money into circulation, save arbitrarily, is to withdraw the pesos, thereby creating such a deficiency as will result in the American money leaving the vaults.

While the insular accounts are all kept in American currency, and disbursements made therein, many municipalities, and almost all merchants, keep their accounts in the provincial denominations. The peso and centavo are still the money of the people, and no great progress has been made in displacing them. Our currency, having the value of gold, is still an article of merchandise.

Early in the summer, when the demand for means to move the crops was active, the private rate of exchange of pesos for dollars was to the disadvantage of the latter (considering the official rate of $1.66\frac{2}{3}$ as a standard), the ruling rate being about 1.63 for \$1. But now that the exports have greatly fallen off, and next year's production will probably not be half as great as this year's, the bank rate of exchange is reversed, and stands at about 1.68 Puerto Rican for \$1 American.

While American money was received in private transactions for less than $1.66\frac{2}{3}$ —the official rate of exchange—a condition of things existed greatly to the disadvantage of the laborers who were paid from insular funds. American money was available for disbursements, and, in the interim, when no other local coins were in general circulation, the merchant imposed rates of exchange that were most onerous. Now, however, while the peso is at a disadvantage, there is no difficulty in securing pesos, pesetas, and centavos. Nevertheless, in one respect the result is the same; namely, that American money is kept out of circulation; and this seems apt to continue until Puerto Rican silver is withdrawn.

This result is not likely to be soon, or indeed ever, reached without legislation, and the character the latter should take is obvious, namely, the gradual retirement of the peso by some equitable means.

The relative value of the peso to the silver dollar—bullion value—is stated by the Secretary of the Treasury to be as 93.5 to 100. The undersigned is not advised as to the present market value of silver, but this is supposed to be such as to make the bullion value of the United States dollar about 43 cents, which would give the peso a similar value of about 40 cents.

As before stated, so long as an exchange value for the peso is arbitrarily fixed at 60, this provincial money will remain in the island, or any that finds its way to foreign countries will certainly drift back, unless it be melted and recoined.

It is not seen that any good result would be had from the recoinage of these Spanish-Puerto Rican pesos into American-Puerto Rican coin, unless it be the will of Congress to treat this island indefinitely as a possession, and to require that it shall be self-sustaining.

If such a special coin were struck and made exchangeable at par for United States money, dollar for peso, the value of the latter would, of course, be the same as the former; but the same result would be more easily reached if provincial money were replaced arbitrarily by that of the United States. In this case there would be no need of a special coin.

The local-exchange value of the peso has always been greater than its bullion value, and this fact was evidently recognized when an arbitrary value of 60 was given it by Executive order. The fluctuations in exchange have been very great in the past, the peso at times approaching a value of 70 and at others falling below 60, as referred to gold.

Were the substitution of local for national money to be decided on at the bullion value of the former, there would be a loss for somebody of nearly 60 per cent, and if this loss was placed upon the holders of the local money it would result in great economic and industrial disas-

ter. Its effect would be so grave and so obvious that it is not conceivable that such an exchange could be approved by wise financiers.

Suppose the amount of local money in Puerto Rico, including what would return here, to be, say, 6,500,000, then the aggregate of the loss by such substitution would be nearly 4,000,000 pesos.

If the substitution be made at the present official rate, the loss (should this island have to bear it) to Puerto Rico would approximate 2,400,000 pesos.

Local business men and native officials of the military government have argued that it would be but just and equitable to establish a new official rate of exchange of 133 to 100, which would make the peso worth 75 cents American money, and to effect the substitution on this basis. In such case the difference to be made good by Puerto Rico would be 1,625,000 pesos. They urge that when the island shall have free trade with the United States the industrial development will be so great, and the economic conditions so much improved, that the expense of this change could be borne without hardships.

If the trade conditions between this island and the United States remain as at present only industrial paralysis can be expected. But if, on the other hand, the productions of Puerto Rico can be admitted free into the Union there will be brought about a condition justifying the prediction that the island can carry and finally discharge the entire burden of an exchange of the present currency for the American on the basis of the bullion value of the peso.

With trade conditions such as are suggested there will be a very great revival of business and an enormous increase in productions. After a few years for development on those lines it will not be at all difficult to increase internal taxation by three or four million dollars annually. In that case half a million a year could be applied to reimbursing the National Treasury for the benefit conferred on Puerto Rico in giving it a currency having parity everywhere with gold.

If there is not a revival and increase in production the island must remain as now, or reach a worse condition, and it will be unable to meet the cost of the substitution, even at 25 per cent discount.

This all leads to the suggestion of the practicability and wisdom of retiring the Puerto Rican currency and replacing it with Treasury and national-bank notes, gold, silver, nickel, and copper coins of the Union, the cost of the exchange to be borne at first by the United States, and the indebtedness thus incurred to be wiped out gradually by the island in annual installments.

In effecting remittances to the United States and to foreign countries the merchants are having recourse to the postal money order, for which the charge and costs is three-tenths of 1 per cent, while bankers' exchange on New York costs one-half of 1 per cent in large sums and three-fourths of 1 per cent for small amounts. These postal money orders are here bought in pesos at the official rate of exchange and at home are cashed in dollars.

The fact of the large remittances gave rise to the suspicion in some minds that the Puerto Ricans were systematically converting into dollars their native silver, worth 60 cents under existing orders, whereas its bullion value was only about 41 cents.

It was also suggested that, as the postal orders were usually, or frequently, paid for in new pesos, the latter must be coming to the island from some source not legitimate. The fact was called to mind that the original coinage was over 9,000,000 provincial money, more than 2,500,000 of which was afterwards returned to Spain. It was intimated that per-

haps these coins were again coming to Puerto Rico or that new pieces were being struck from the original dies.

These beliefs and apprehensions have not been shared. It is scarcely conceivable that Spain should have stored in her treasury for over three years nearly 3,000,000 of useless silver—this during a period when, it is understood, Spain was herself a large borrower. Besides, it is stated that this surplus Puerto Rican silver was immediately recoined into Spanish pieces.

That Spain should permit the use of the Puerto Rican dies in coining pesos to ship to this island is not believed to be possible. The gain of two-tenths of 1 per cent in exchange that is secured by using the postal service as a means of remittance in payment of balances is a sufficient explanation of the matter. That the coins proffered in payment of the orders on New York are new is explained by the fact that up to the present time there have been lying in the banks and merchants' safes two or three millions of Puerto Rican pesos that had never been removed from the original paper envelopes in which they were packed at the mints.

It has recently been brought to attention that some copper coins of Spanish mintage were being shipped out of the country. It is found that all centavos so shipped were unpunched or unmarked, and it seems that they are worth in Spain enough more than here to justify their return to the Peninsula.

Of course a continuance of this movement would strip the island of copper coin, but as nearly all here in circulation are punched, and therefore unreceivable in Spain, there is little likelihood of any extensive shipment.

The centavo is a very important coin to the natives, especially to the poor, who have little use for any other money. The United States cent pieces are not yet in common use locally, and it is probable that but a few thousand are in circulation in the island.

TRADE STATISTICS, ETC.

The value of the three principal exports for the calendar years 1895, 1896, and 1897 were as follows, in pesos:

Year.	Coffee.	Tobacco.	Sugar and molasses.
1895	9, 192, 212	693, 225	4, 606, 540
1896	13, 864, 540	422, 912	4, 246, 104
1897	12, 222, 599	1, 194, 318	4, 411, 513
Total	33, 579, 151	2, 315, 455	13, 264, 162

or a total for three years of 51,158,768 pesos, and an average of 17,052,922 per annum, which was but slightly above the mean of the three previous years.

The exports to Spain during the years of 1895, 1896, and 1897 were as follows, in pesos:

Year.	Coffee.	Tobacco.	Sugar and molasses.
1895	2, 302, 220	262, 093	395, 123
1896	3, 869, 632	237, 012	1, 318, 319
1897	3, 563, 920	141, 720	1, 272, 884
Total	9, 735, 772	640, 825	2, 986, 326

or a total in three years of 13,362,923, and an average of 4,454,307 pesos.

The exportation to Cuba during the same triennial period was valued, in pesos, as follows:

Year.	Coffee.	Tobacco.
1895.....	3,382,719	411,565
1896.....	3,674,288	128,483
1897.....	2,048,563	990,806
Total.....	9,105,570	1,530,856

or a total of 10,636,426 pesos, and an average of 3,545,475 pesos per annum.

Combining the exportation to the Peninsula with that to Cuba, a total is given of 23,999,349 pesos, or a yearly mean of 7,999,783 pesos.

Therefore very nearly one-half the aggregate value of those three Puerto Rican staple products found a market in countries the doors of which have been practically closed to this island since the American occupation. The remainder of the coffee and tobacco found markets in France, Germany, England, and Italy, while nearly all the sugar went to the United States.

American sovereignty for Puerto Rico has so far been disastrous to its commerce, for it has deprived the island of markets where were sold nearly one-half of its total output. It is true that some slight commercial benefit has resulted from the change of nationality, considering that import duties have been lowered and export duties abolished, but, no matter what be the rate of taxation on imports, the concession is of little value while the power of purchase is taken away. The true measure of the purchasing capacity of all nonmanufacturing countries is their capacity to produce and send to market their home productions.

If the present trade conditions are to continue it is not difficult to foretell the future of Puerto Rico. At the present time there is but one new sugar mill being erected, and those who are investing their capital in this enterprise—Americans—are doing so because they believe that sugar will soon be admitted free into the United States. But for this belief the enterprise would not have been undertaken. I am not in possession of data giving the number of existing cane mills; I presume the number would reach 300, but the ruins of many such structures can be seen here and there, abandoned because the owner could not afford to improve his machinery—in other words, abandoned or idle—because the business does not pay.

The sugar export of the island has fallen from a total of 170,000 tons in 1879 to 57,000 tons in 1897. On the basis of the ruling price of sugar that prevailed here during the years 1895–1899, inclusive, about 2 cents per pound, no new mill will be erected; and as the old ones get beyond economical repair they will be abandoned and the cane lands pertaining thereto will be used only to pasture cattle.

The average export of sugar for 1897 and 1898 was about 4,000,000 pesos; that for this year will be about the same, and next year's crop will not exceed this figure, supposing that all the mills grind; but if those that have been leveled with the ground or greatly damaged by the recent hurricane are not repaired and reestablished the crop will hardly exceed 3,000,000 pesos in value.

Puerto Rico imports and exports, 1890 to 1897.

[In provincial currency.]

Year.	Imports.	Exports.	Excess imports over exports.	Excess exports over imports.
1890.....	18,230,385	10,710,519	7,519,866	.....
1891.....	16,864,764	9,885,999	6,978,765	.....
1892.....	17,081,610	16,076,312	1,005,298	.....
1893.....	17,320,454	16,745,393	575,061	.....
1894.....	19,778,587	17,295,536	2,483,051	.....
1895.....	17,446,065	15,798,590	1,647,475	.....
1896.....	18,995,793	19,000,663	.....	4,870
1897.....	17,858,063	18,574,618	.....	716,555
Total.....	143,575,721	124,087,630	20,209,516	721,425

From the foregoing it will be seen that the average exports for eight years have been 15,510,953 pesos and the average imports 17,946,965 pesos, or an excess of imports over exports of 2,436,012 pesos; also that during the years 1896 and 1897 the balance was the other way, or in favor of exports by a little more than 720,000 pesos in the two years.

AGRICULTURE AND ITS DEVELOPMENT.

The superficies of the island of Puerto Rico is stated at 3,668 square miles, which is the equivalent of 2,347,520 acres, but the Spanish statistics give this as 2,090,181 cuerdas, which is equal to 2,100,632 acres.

The area under some kind of culture is given in same statistics as 298,825 cuerdas; the area in pasture at 1,127,086 cuerdas, and the area barren or in woods and swamp at 664,270 cuerdas.

The lands now devoted to some kind of culture are stated in cuerdas as follows: Cane, 61,556; coffee, 122,358; tobacco, 4,227; maize, beans, and rice, 93,508; native fruits, 17,176. It follows, therefore, that three-fourths of all the land are either in pasture or wholly unimproved.

Much of the pasture land has in the past been cultivated in cane, and much more might be on a basis of 3½ cents per pound for sugar. Not one-fourth of the land adapted to coffee is now devoted to that berry.

The area applicable to tobacco is very much larger than now utilized. The quality of this product can be very greatly improved.

The domestic animals, as given in last statistical reports, 1897, number as follows: Horses, 67,751; mules, 4,467; donkeys, 717; bovine animals, 303,612; sheep, 2,055; goats, 5,779, and swine, 13,441. Their aggregate value is stated at 8,300,736 pesos.

The value of the land, as returned for taxation by its owners, was 48,694,584 pesos; but this is believed to be far below its real value. This appraisal takes no account of buildings, which represent a large additional sum.

It is safe to say that the agricultural wealth of the island, including cattle, is considerably above 100,000,000 pesos.

The soil and climate favor the cultivation of many tropical products, such as bananas, plantains, etc., not now grown for export. Other West India islands now supply 30,000,000 bunches of bananas annually, and their land is no better adapted to the growing of this fruit than is that of Puerto Rico.

Oranges, limes, and pineapples, all of excellent quality, may be produced for export. At present these are grown here only for home consumption. Sisal hemp may be produced here as well as in Yucatan

and the Bahamas. Cacao rivaling that from Venezuela is grown, but not in sufficient quantities to supply local needs, although the area adapted to it is very extensive.

The demand for and price of gum caoutchouc is increasing rapidly throughout the tropics, while trees of a size suitable for yielding the gum are being rapidly destroyed by the tapping that the trunk must undergo in order that the gum may be obtained.

Experiments for producing this material from twigs and shoots by grinding the small branches, extracting and evaporating the juice, as is done with sugar cane, is said to have resulted successfully in Mexico. Should the full reports of these experiments bear out the advance statements, there should be no delay in an experimental planting of the india rubber tree, and if the results justify it a new and very valuable product may be added to those already supplied by Puerto Rico.

There are many other productions of the tropics that may be found adapted to this climate and soil, and every effort should be made to discover the most suitable so as to diversify production.

The entire industrial future of the island depends on agriculture; it has, and can have, no other reliance, and this fact must never be overlooked in considering any measures with a view to the development of its wealth.

There is a superabundance of labor here; no other West India island except Barbados is so densely populated. But labor is increasing much more rapidly than the capacity of the island to employ it, and the natural consequence is low wages.

In any country where labor is rewarded by compensation of but about 20 or 30 cents per day, the prospect of speedily reaching a high state of civilization and industry must not be expected. The wage rate throughout nearly all Spanish speaking American territory is not above the figures given. In the British, French, Dutch, and Danish West Indies, the laborer receives only from 16 to 25 cents per day for his services. In Brazil, whence comes over 70 per cent of the world's coffee supply, the cost of labor is but about 10 to 15 cents per day. If higher rates than now are ever paid here it will only be when better prices are obtained for home productions.

So great is the bounty of nature here that the inhabitants can live—that is, exist—without any remuneration. Work not being a necessity, therefore, the present incentive to labor is so small that it seems to matter little to the average peon whether or not he is employed at all. On the other hand, if wages were to be largely increased, there would come hordes of immigrants from neighboring islands to share the benefit unless this was prevented by the adoption of restrictive measures.

SUGAR.

Better rates of labor than now prevail can not be expected until there is an advance in the price of the principal products. Were the sugar planter now confronted with the necessity of paying 50 cents in gold per day for field and mill hands—a result which is looked for to follow free trade with the United States—nearly all sugar estates would have to be abandoned. Last year sugar polarizing 96° netted the producer but just about 2½ cents per pound, American money. This year the net returns are slightly better, but the duty paid on sugar imported into the United States is burdened with a tax of 1.685 cents the pound on polariscope test of 96°. Could this tax be abated the producer would receive this year nearly 4½ cents per pound and wages of 50 cents or more could be paid.

Twenty years ago the area under sugar was much greater than now. One can see, all over the island lowlands, the ruins of old mills, properties that have been abandoned to pasturage because the cultivation of cane and the manufacture of sugar with the primitive "Jamaica train" was no longer remunerative, and capital for installation of modern plants was not available. This condition, which prevails all over the West Indies, has brought about in many of the islands a state of industrial prostration.

In 1878 the number of sugar estates that had been abandoned because no longer remunerative amounted to 138, and 505 yet remained under cultivation. About this time the establishment of "central" factories commenced, and in 1880 there were five such establishments where cane was ground for several estates. In October of last year the number of planters had dwindled to 2,497. There were 22 factories where cane was ground for more than one farmer.

The maximum value of the sugar produced in Puerto Rico was in 1878, when the reported export (83,000 tons) was valued at 7,487,211 pesos. The maximum volume of the island's sugar export was in 1879, amounting to 170,000 tons, upon which there was paid an export tax of 313,000 pesos. No such tax had previously existed. It was continued at the same rate (about one-fifth of a cent per kilo) until 1888, when it was abolished altogether. Sugar production, however, still continued to decline after 1879 until, in 1893, it reached a minimum, the export of that year being only 47,000 tons. It is interesting to note that there were only three years between 1850 and 1880 when the quantity exported fell below this minimum. Since 1893 there has been an increase, the average for the last four years being about 55,000 tons.

The output of sugar for 1899 will, it is estimated, approximate 60,000 tons, grown on as many acres. I am without data as to the extent of land in Puerto Rico adapted to cane culture, but it must be one-fourth of the whole, or about 500,000 acres. To what extent the sugar production may be increased can be estimated when it is remembered that last year the island of Mauritius, with a total area of 708 square miles, or less than 500,000 acres, exported 180,000 tons of sugar. The population of Mauritius is only about one-sixth that of Puerto Rico, its area less than one-fifth, and its topographical features similar.

Barbados, with an area of 166 square miles and a population of about 185,000, in 1897 exported over 58,000 tons of sugar, 36,000 puncheons of molasses, and 14,000 gallons of rum—a total output of cane products considerably exceeding Puerto Rico's.

Supposing the wish of the cane grower and sugar exporter for free trade with the United States to be realized, what will be the effect upon those hundreds of thousands of inhabitants whose labor must be utilized to produce this sugar? Bearing in mind that for all purposes there is required nearly one laborer per acre of cane, it is easy to estimate the number of peones that will be needed.

Sugar can be most profitably produced only by means of large central establishments, the larger and more perfect the plant and the greater the acreage tributary to it the better the profits. To install a "central," capable of producing 5,000 tons annually, an investment of quite \$500,000 is required. The tendency is for the great manufacturers to secure control of adjacent cane lands within a radius of several miles, either by purchase or lease. The cane grown on land not thus controlled is ground on a basis of commission or shares. The best cane produces 10 or 12 per cent of sugar; the owners of the "central" allow the farmer, say, half of this amount. The small proprietors are disappearing, for the capitalist so manages his business in Puerto Rico and nearly everywhere

else as to force the small proprietors to sell their holdings. The tendency in the sugar business, as in all other requiring large aggregations of capital, is to combine or consolidate. While the population is steadily increasing, the number of small proprietors is steadily decreasing, as shown by statistics adverted to above.

In producing coffee and tobacco the necessities or advantages of combination are not so urgent, but since sugar can not be produced at a profit without large concentrated investments, it is only through combines and trusts that the best commercial success will be attained. Should the development of the cane industry in Puerto Rico approximate that achieved in Mauritius, Barbados, and Hawaii, the cane lands will be ultimately owned or practically controlled by these huge "central" proprietors. There will be a few thousand owners, managers, overseers, clerks, etc., and many hundreds of thousands of peon laborers, whose social and, if we may judge by numerous examples in other countries, industrial conditions will be the same as now, and without hope of improvement.

Nowhere in the world, save in the United States and Hawaii, is sugar now extensively produced on a basis of a wage rate for field and mill hands exceeding, say, 30 cents per diem, and in many tropical countries the rate is not above 20 cents.

Considering the world's enormous acreage suitable to cane cultivation and the teeming population available, it is probable, indeed almost certain, that, whatever be the price at which sugar may be sold, the peon will still remain in a state of serfdom, and generation after generation, living in fief to a merchant monopoly, will be able to earn only the wherewithal to indulge in drink, debauchery, and vice. Some of the most instructively warning pages in West Indian history deal with these diverse interests of the population.

This is a gloomy picture, but, turn it how we will, no brighter side appears for the swarming hordes of human beings who now exist here, and who will increase and multiply indefinitely.

Yet the country will increase in wealth, trade will flourish, roads will be made, public buildings will rise, harbors will be enlarged, vessels in increasing numbers will be freighted with riches, and the wealth of nations will go on augmenting. Such appear to be everywhere the inevitable tendencies of modern industrial and commercial development.

Notwithstanding these gloomy reflections, it is hoped that the inhabitants of this beautiful and rich tropical island may have a better lot in store. If the legislation for Puerto Rico is wise and if an extension of commercial privileges to the sugar grower is conditioned upon an obligation on the part of the proprietors to ameliorate the condition of their employees, to provide near-by schools for children, hospitals for the sick, and asylums for the old and infirm, an example may be given that will be unique in the history of government of tropical lands.

COFFEE.

The exports and unit value of Puerto Rican coffee for the first year of each decade have been as follows:

Year.	Pounds.	Value per pound.
		<i>Centavos.</i>
1850	11, 783, 684	6
1860	15, 929, 524	6
1870	17, 416, 762	6
1880	48, 032, 296	6. 37
1890	43, 822, 794	12. 22
1897	51, 710, 997	23. 63

The year 1897 is the last for which these statistics have been published. Lower down in this report will be found such data respecting exports during the American occupation as could be collected. From this it will be seen that the average selling value here of the different grades of coffee since the American occupation has not exceeded 9 cents, gold, per pound. There will also be found some statistics respecting the comparative quantities and values of the three principal Puerto Rican exports.

It will not escape your observation that the value of the coffee crop exported is two and two-thirds times as great as that of the sugar, and was nearly seven-tenths of the value of all the exports of the island during the three years, 1895-1897. It will be noticed that more than half of all the coffee sent out of the island went to Cuba and Spain, markets that are now practically lost to this island.¹ Had former prices been maintained this loss of more than half of the markets would have been of no moment, but with the closing of the doors to this staple came the very great fall in price, due probably in a large degree to the phenomenally heavy export from Brazil and other coffee-producing countries. Nevertheless, had the same trade relations existed between this island and Cuba that formerly existed, Puerto Rico would certainly have enjoyed some advantage from her favorable and convenient situation for supplying the needs of her near neighbor. And this deprivation has seemed the harder to Puerto Rico because both islands were under the American flag. As a result, Cuban needs have been met by importations from Brazil by way of the United States, involving a voyage of more than 4,000 miles and two rehandlings, whereas this island would have sent its coffee direct to Cuba, a voyage of but one-fourth or one-fifth as long, and without rehandling, but it was and is shut out from its old established market with an import tax of 5.5 cents (gold) per pound, or over 9 centavos to the pound.

Although the Puerto Rican berry is much more highly esteemed by many coffee users than the product of Brazil, it is unknown in the United States, and can not now be sold there at a price which would net the producer more than 4 or 5 cents per pound. In 1897 the exportations of coffee hence to the United States did not reach 110,000 pounds of the total export of 23,505,000 pounds. Of this last amount Spain consumed nearly 17,000,000 pounds, a fact that points clearly to the great desirability of establishing such trade relations with Spain as might permit freer commercial intercourse than now. But in any event it is not believed that the output of coffee will be largely increased. It does not seem probable that the high prices of 1896-97 can be maintained. New York, Hamburg, and Havre fix the prices, and since Brazil, Central and South America, Mexico, and the Islands of the Pacific can produce coffee in vast quantities and market the same at 5 cents per pound, this island must expect to adjust its prices accordingly. Ten centavos per pound is about all the producer can expect to receive for this product, unless Puerto Rican coffee should become well known in the United States and so much preferred to other grades as to put it on a level with Mocha and so-called Java. If the export keeps to the average since 1892, bringing annually to Puerto Rico from 10,000,000 to 14,000,000 pesos, the island will be fortunate.

On the basis of the present price of coffee the value of a normal crop will not exceed three-fourths of that of 1897, or, say, 8,000,000

¹ This was written before receipt of advices changing the Cuban duties on Puerto Rican coffee.

pesos; but by the storm fully two-thirds of the coffee trees are either uprooted and destroyed or else stripped of leaf and berry.

There is no likelihood that next winter's picking will save more than one-third of a normal crop, which, at the reduced price, will not sell for more than 3,000,000 pesos. Five years must elapse before the coffee trees and their necessary shade can be renewed so that the growers can resume the average production. Unless some new market for tobacco is found that product may be hereafter disregarded as an export for the reason stated in notes on its production.

Therefore the showing for next crop of sugar and coffee—all that Puerto Rico has to sell—is sugar, 3,000,000 to 4,000,000 pesos, and coffee, 3,000,000, or a possible total of 7,000,000 pesos, which is about one-third of the annual export.

TOBACCO.

The product of this island third in importance is tobacco, of which the exports and local value in the first year of each decade have been as follows:

Year.	Pounds.	Value per pound.
		<i>Cents.</i>
1850.....	2, 973, 308	4
1860.....	2, 557, 448	4. 43
1870.....	5, 950, 322	4
1880.....	12, 188, 517	6. 81
1890.....	3, 977, 987	14. 81
1897.....	6, 255, 953	19. 09

The year 1897 is the last for which statistics have been published. It is noticed as relevant that the records show that the value has remained about the same—i. e., from 19 to 21 cents per pound, since 1892.

As respects the quality or grade of tobacco there are several kinds, as in many other countries. The cheapest is known locally as "baliche," which is only marketed in Europe and is worth from 4 to 4½ cents per pound. The portion so graded is not more than one-fourth or one-third of the total crop. Of the remainder, about 1,000,000 pounds, more or less, is manufactured into cigars and cigarettes and is consumed locally. The more valuable grades are known to the trade as "filler and wrapper," and the aggregate of this grade of a normal crop would reach quite 4,000,000 pounds. In 1897 all this grade of tobacco went to Cuba and brought, on an average, from 15 to 20 cents per pound. But the prohibitive duty on tobacco imported into that island of \$5 per pound has sealed the door to further business, and as there is no market for it in Europe, and taxes in the United States are all the way from 35 cents to \$1.85, it results that there is no foreign market at all for the better grades.

When the Cuban tax went into effect last January the fact was at once known, and last spring not more than one-third of a normal crop was planted; hence there is a comparatively small quantity now in store. This is the surplus of the last two crops, and may reach 1,500,000 pounds, but there are few buyers. Unless the United States or Cuban market is open to Puerto Rico, this stock must remain stored until finally worked up here, and future planting must be diminished until supply and local demand adjust themselves. This means the cutting off of a source of revenue that has in the past brought to Puerto Rico an annual income of from 500,000 to 1,250,000 pesos.

Were the United States tax abated outright the production would rapidly increase, and might in two or three years be expected to reach a total of \$5,000,000, for with improved methods of culture and preparation for market it will bring much better prices.

PUBLIC PROPERTY.

Elsewhere in this report are references to some of the public buildings in San Juan. Besides those belonging to the extinct provincial deputation there are many others—some civil, and many of a military character.

In the report of the evacuation committee records are schedules of land and buildings transferred to the United States, and a repetition is unnecessary, as these records are in the War Department.

The city of San Juan is built upon a small island of the same name, about 3 miles long and from one-fourth to one-half mile wide. About one-half or two-thirds of its area was held as military lands by Spain and, as royal property, was transferred to the United States. Much of the area is occupied by works of defense and, it is supposed, will continue so to be; but a considerable area does not seem to be needed for defensive purposes and could well be sold for city extension, for which it is greatly needed.

A part of the wall of defense that surrounded the city was demolished two or three years since, and more of these old walls might well be demolished, inasmuch as they add nothing to the strength of the defenses and occupy valuable land.

By royal decree, promulgated some two or three years ago, a portion of these military lands was ordered to be sold or given to the city, but the project was never consummated.

Within the borders of San Juan are some hundreds of acres of swamp land, a part of which could easily be reclaimed by dredging and filling. The area thus gained would be very valuable for commercial and naval purposes, and the dredging, which would be comparatively inexpensive, would add a very valuable area to the harbor.

At Cayey, Aibonito, Ponce, Mayaguez, and Aguadilla are military reservations occupied by barracks that were transferred by Spain to the United States and that are now occupied by troops. The area of these lands does not exceed in the aggregate 150 acres, which is entirely too small to meet the military necessities.

By Executive order a very valuable portion of the water front of San Juan, 2,400 feet frontage and extending three-fourths of the way across the island of San Juan, was proclaimed a naval reservation on March 29, 1899. A portion of this area is swamp and reclaimed land, and some 40 acres is high ground, much of it already owned by private parties and occupied by their dwellings. To obtain title to this land will involve a large expenditure, and the appropriation of so large a part of the present inadequate water front will be a very severe detriment to the city and an obstacle to its commercial development and growth.

In the appendix will be found a schedule of the agricultural and wild lands that are the property of the State. This is known to be only a partial list, but it is not now practicable to make a complete one. Some of this land has never been in private ownership, while the title to other areas has been derived from tax sales. The total is about 120,000 cuerdas or acres. The swamp lands, denominated here manglares, are along the coast, and valueless until they shall be reclaimed.

In all Spanish countries the title to mineral found beneath the sur-

face is in the State, even though the soil belongs to an individual. Therefore it is that on this island a mine may be denounced, taken up, and exploited, though it is situated within the farm or pasture of a planter. The law sanctions this procedure, and is understood to be the same in all Latin countries.

Under the old régime there was very little attention paid to mining. The placer washings in Puerto Rico were long since worked out and there has been no development of deep workings, but with the arrival of Americans a great impetus was given to this speculative industry, and several mines have been denounced in pursuance of the existing laws, which are all of Spanish origin. My predecessor, acting within the local statutes, conferred several mining titles. An investigation convinced me that a continuance of this practice was inexpedient, though strictly legal, and some time since and to date all similar applications have been denied.

At this time there is no operated mine in the island, but there are large iron deposits that are represented to be valuable.

No public lands have been sold since the military occupation commenced, but a title was completed to one small tract whereon the payment of purchase money had been made some months since.

The need of a geodetic, geological, and topographical survey of the island is very urgent, and should be undertaken without delay. All the existing maps are very unreliable, but local funds for these objects are not available.

A tabulated statement giving information concerning mining claims is in the appendix.

FRANCHISES AND PRIVILEGES.

The Executive order dated December 22, 1898, forbade the granting of any franchise, grant, or concession for any public work without the authorization of the Secretary of War, and later the opinion of the Attorney-General was communicated to the effect that no franchise for public works could be granted until Congress should, by appropriate legislation, so authorize.

Although there have been many applications for these privileges, all have been denied. They relate to various objects, such as the construction of railroads and trolley lines, the building of wharves, the utilization of water power, the establishment of electric-light plants, etc.

In two instances certain works useful to the people have been authorized under license revocable at the will of the Secretary of War. One case was the construction of a wooden wharf in the harbor of San Juan by a steamship company. The license contains a clause that permits the insular government to at any time acquire title to the wharf by payment of its value. The valuation, it is provided, shall be made by a board and shall in no case exceed in amount the original cost as ascertained during construction by the United States supervising engineer.

The other license permits a private party to erect a sawmill and wood-working plant upon a vacant lot in the city of San Juan. This lot was ceded to the United States by Spain and is in effect a military reservation. There was at the time no such mill in San Juan, and the installation of one will be very beneficial to the United States and to civilians.

The granting of three other revocable licenses have been recommended, namely:

(1) A license for the extension and improvement of a tramway, and

for changing its motive power to electricity. This tramway was constructed many years ago under Spanish authority.

(2) A license permitting a large sugar factory to lay some 300 feet of track along the margin of a public highway with a view of conveying cane to the mill. American capital to the extent of over a million dollars is being invested in this enterprise.

(3) A license for the utilization of a water power, the temporary privilege to be auctioned.

These are the only licenses that have been recommended.

Some grants for public or quasi public improvements were confirmed under the local laws during the Spanish régime. About a half dozen railroad projects were thus sanctioned. The most important is a road intended to encircle the island near the coast, and to have a total length of some 338 miles, of which 132 have been constructed. To this road the Government guaranteed 8 per cent interest on a cost previously fixed and determined. The total sum to which the guaranty was intended to apply was nearly 10,000,000 pesos, and of course the interest guaranteed would be nearly 800,000 pesos annually; but the company failed to complete the road within the time limit, and its status and rights under the original franchise are now undetermined. The company is operating the portion completed, the damages caused by the August hurricane having been repaired in principal part.

There extends from San Juan to a suburban town, 7 miles away, a tramway that has recently been acquired by an American company now operating it. Its franchise has about forty years to run. There is no subsidy allowed, nor is there any guaranty of earnings.

Another tramway extends from San Juan Harbor front, at Cataño, to Bayamon, a distance of 4 miles. It receives no guaranty or bonus.

There are two other grants for railroads known to be in existence. One road was never built, and the other, some 17 kilometers long; was so seriously damaged by the recent storm that its service has not been reestablished. I believe there are a few more outstanding grants, but they are not of great moment.

It is of the utmost importance for the industrial development of the island that some way should be quickly found by means of which public improvements can be undertaken by foreign capital. Capitalists can not now invest under any satisfactory conditions, for there is no authority in Puerto Rico that can confer corporate rights and authority upon associated capital applied to the building of roads and to the installation of manufactories.

The local laws respecting the development of natural resources and the establishment of industrial manufacturing works are ample and not without merit, but at present these statutes are practically a dead letter so far as new enterprises are concerned. It is recommended that this condition of things be changed at the earliest possible date.

PUBLIC WORKS.

The only works of public utility that are constructed in Puerto Rico through direct expenditure of the Government and under its immediate control are the fortifications, the barracks, the light-houses, and the military roads. The funds to pay for these undertakings were, all derived from local taxation. So it may be said that whatever exists in the way of forts, buildings, roads, etc., has been paid for by Puerto Rico.

The fortifications of San Juan are important and must have cost several millions; their extent and character, however, are not pertinent to this report. At Ponce and Mayaguez are some valueless redoubts or small forts.

The island coast is very well lighted indeed. There are thirteen lights in good condition, and they serve their purposes well. One new light is just being completed on Vieques Island and another is building on Mona Island. Both will be completed during the current fiscal year, making fifteen in all—enough for all present needs of commerce.

The harbors of San Juan and Ponce are fairly well buoyed, but improvements are required, for which the budget contains an allotment. A few range beacons are also necessary.

The military roads in the island are very valuable, but the need for their extension is most urgent. In no country in the temperate zone is this necessity half so imperative as here. Without them industrial development is impossible.

Two-wheeled ox carts, pack horses, and mules comprise almost the only means of transportation. There is not a four-wheeled vehicle used by natives in the island for freighting or drayage purposes. For personal conveyance light carriages are used.

The one great crop of the island, the haulage of which is considerable, is sugar and sugar cane. The tonnage of coffee and tobacco is inconsiderable and good country roads will suffice to fetch them to the seacoast. But in the sugar districts good metalled roads are indispensable. A few through lines of a permanent, substantial character are in operation. Connecting San Juan and Ponce is a road of this class, 134 kilometers in length. Others are—

	Kilometers.
From Cayey to Guayama	33
Cataño toward Arecibo	29
Rio Piedras toward Fajardo, about	33
Mayaguez toward Ponce	14

There are a few other detached pieces, making in all 255 kilometers (159 miles) that are finished, except for some heavy bridging. About 65 kilometers are, or have been, under construction. The total length of all the military roads, completed or projected, is 719 kilometers.

What may have been the total expenditure on these highways it is now impossible to ascertain, but it is the opinion of experienced American engineers that they can not be duplicated for less than \$15,000 a mile. It is, therefore, easy to see that the completion of the military roads alone (and all of them are indispensably necessary) will cost over \$4,000,000; and if to this be added the cost of completing those sections now under construction and the cost of supplying the bridges that are lacking, the whole will reach not less than \$5,000,000.

But these are only the principal lines of communication; it yet remains to connect all the interior towns with the main roads. The length of these minor roads will be not less than 250 miles and the cost not less than \$10,000 per mile. Before this island can be said to have proper and suitable highways an expenditure of \$8,000,000 must be made. There will still remain the construction or decided improvement of a network of farm roads and trails. Of course it will be a long time before such projects can be realized, no matter how prosperous the country may be.

It is impossible for a person unfamiliar with tropical countries (especially with those which, like Puerto Rico, are rough and mountainous) to understand why practicable highways need cost such enormous

sums, but a residence in this island through one rainy season will make the reason quite clear.

Not less than a half dozen times during the summer and fall there will be a rainfall of two or more inches in an hour. Early in August of this year a rain of $11\frac{1}{2}$ inches fell at one place in four hours. On every occasion of great precipitation every river, rivulet, and brook is a raging torrent. No road ditching is adequate to lead off the water, and the surging floods carry down drift and sweep away the bridges. The limestone soil becomes a mass of mud, and even empty carts can not be moved over any kind of roads save those which are thoroughly ballasted.

For the various branches of public work the budget this year carries over \$500,000, which is more than one-fourth of the total of all appropriations for the island. The public works are under the direction of a very competent officer of the Corps of Engineers of the Army, and the methods of administration and supervision customary in the United States are applied.

The number of miles of telegraph wire in use is 669, and the number of miles of line is 493. The number of offices is 25. Six telephones are used in connection with the telegraph. In the hurricane of August 8 fully half the poles went down, but nearly all have been reestablished. The line is operated by the Army Signal Service, and is maintained without cost to the island. Its commercial receipts do not half pay the cost of maintenance and operation.

The only harbor upon which there has been any public expenditure is that of San Juan. It is about 4 miles long and $1\frac{1}{2}$ miles wide, but the area of anchorage ground for large sea vessels is not more than one-tenth the total area.

Ships drawing 24 feet can enter freely, the entrance being easy. Those drawing 24 feet can lie alongside the bulkhead line to discharge directly without lightering. It is not the practice, however, for commercial vessels to unload there. Usually everything is lightered ashore.

Under Spain much dredging was done and the deep-water area much enlarged. The soil was deposited on the marsh land or shallow-water front of the city, and much valuable land reclaimed by this process.

The project for further harbor improvements was quite an ambitious one, for besides deepening the entrance to 28 feet, it was proposed by removing a point of shoal extending from a marsh to double the area of the inner port.

Lying abreast of San Juan in this harbor are two swampy islands—Manglar, or Isle Grande, and Miraflores. Both could readily be reclaimed, and the area of the former would be very valuable for the erection of wharfs, storehouses, etc. Miraflores bounds the inner harbor on the north, and it would seem that it could be made very valuable for naval purposes. An old powder magazine on it is now used as a lazaretto in connection with the quarantine service.

The inner or eastern extension of the harbor is, however, too shallow for vessels of more than 12 or 15 feet in depth. It could be very easily dredged and the material removed could be deposited on the swamp islands above named.

The reserve set aside for naval purposes by Executive order in March last includes a large number of private lands. Were the naval station established as proposed, these properties would have to be purchased, and their cost would be very considerable.

It is suggested that a sum equal to the cost of extinguishing those private rights devoted to public works would suffice to reclaim a much

larger area of swamp lands, and at the same time greatly extend this harbor. The commercial growth and extension of the city and island would be much promoted by this course. To execute the present naval project would very much prejudice such extensions, as it would leave no adequate space for wharfs, docks, or storehouses.

The harbor improvements in Puerto Rico were in the charge of a board of harbor works. This was a semipublic semilocal institution, of which there are many examples in European countries. It has the right to reclaim lands and to own and sell property, revenue being derived from the tonnage tax, from shipping, harbor, and light dues, and from the sale or rental of unclaimed lands. These proceeds were applied to harbor improvements.

The harbor at Ponce is little more than an open roadstead. All goods are lightered, there being no improvements save a small wharf built for landing imports, a very small and inadequate affair. The business of the port, however, is large, and, with general industrial development, should be sufficient to justify such works of improvement as dredging and the construction of wharves and a breakwater. At present a wharf extending far enough out to reach 20 feet of water would require a structure quite 1,500 feet long.

There was formerly a board of harbor works at Ponce, but it accomplished nothing, and is not now in existence.

Mayaguez has had no public improvements worthy of the name save an old wharf built several years ago. This is said to have been constructed badly and in the wrong place. It is a question whether the structure is worth repairing.

The board of harbor works at San Juan was discontinued and the property placed in the charge of the department engineer officer. Recently the duties of harbor works were merged into those of public works in general and placed under charge of the board of public works, the president of which is an officer of the United States Army engineers. The property taken over from the old "Junta de Obras del Puerto" (board of harbor works) is of considerable value, consisting principally of dredges, tugs, and machine shops.

MAIL SERVICE.

The postal service has been under the direction and control of Mr. William H. Elliott, sent to the island shortly after its military occupation by the Postmaster-General. Before the beginning of the present fiscal year the expense of this service in excess of receipts was made up from the general appropriations of the United States for mail service. Subsequent to that date the deficiency has been a charge to the revenues of the island. In the first quarter of the current economical year this deficit has been \$17,234.64.

By Executive order the mail service is placed under the supervision and direction of the director-general of posts, who reports direct to the Postmaster-General. The military governor has no authority or control over the postal department, although Mr. Elliott is directed to fully confer with him. Details can not, therefore, be supplied concerning the operations of this service. Whatever money is required to make up the deficiency of expenses over receipts is supplied from the revenues of Puerto Rico. The accounts are audited by the auditor of the island, who reports to the military governor.

It will be seen from the above and from the auditor's report that the expenses much exceed the income. Its cost for the year was estimated at \$144,000 and the receipts or income from sale of stamps, registrations, and money orders were figured at \$80,000 per annum.

Except for about three or four weeks after the hurricane the mails have been promptly received and forwarded. During the period referred to all means of transportation were disorganized throughout the island, and it was difficult or impossible to promptly force the mail carriers through on schedule time.

THE QUARANTINE.

By Executive order the quarantine service has been under the direction and supervision of Dr. Glennan, of the Marine-Hospital Service. He reports direct to the Surgeon-General of that service, but funds to meet expenditures are supplied from the insular treasury. His estimates for the year were about \$23,000 for the service proper.

There has been no epidemic or contagious disease in Puerto Rico since American occupation. The quarantine of vessels has been such as to very slightly inconvenience them or to embarrass trade, and yellow fever, which has prevailed in Cuba, has not effected a lodgment here.

The quarantine service has been well administered by Dr. Glennan.

THE TREASURY.

Maj. James A. Buchanan, Fifteenth Infantry, is the treasurer of the island, filling the position created by Executive order of May 8, 1899. This officer has been in Puerto Rico since the American occupation, and since September, 1898, has been on duty in the insular customs service. For six months before he became treasurer he had been the chief customs collector for Puerto Rico. This experience was valuable to him in the office of treasurer.

All moneys from whatever source collected or received are placed in the custody of the treasurer, and all advances are made by him, besides many disbursements. His office force of two clerks and a messenger boy has sufficed for clerical assistance.

The funds received are all deposited with the War Department depositories, De Ford & Co. and the American Colonial Bank. Each of these institutions is under fidelity bonds for \$500,000.

The total number of disbursing officers is twenty-nine, and each of them is under bond of fidelity, in sums varying from \$500 to \$20,000. There have been no defalcations and no important disallowances in the auditing. About half of the disbursing officers are natives, and they are receiving valuable instruction which should profit them hereafter.

The new system of accounting is strange to the natives, and replaced one which seemed to Americans very complicated and laborious. The utilization of places of deposit for money instead of keeping it in safes is an innovation. The amounts in possession of disbursing officers is small, and the accounts of expenditures are demanded promptly. Formerly they had three months in which to account, but now the period allowed is but twenty days. All money accounts are in United States currency, and if provincial money is received it is credited by the depositories at the official rate of exchange, of 60 United States for 100 Puerto Rican.

AUDIT OF ACCOUNTS.

By Executive order of May 8, 1899, an auditing system for all receipts and disbursements of insular accounts was established, and about the same date Mr. J. R. Garrison was appointed auditor. He

arrived early in June and immediately entered upon his duties. Before the close of the month preparations were made, employees appointed or assigned, blank forms prepared, office rooms designated, and all was made ready for the installation of the system, which went into effect on July 1, the beginning of the fiscal year, which here corresponds to the United States practice.

Later blank forms were supplied from Washington, and the work has been carried on in accordance with the regulations of the War Department on this subject, which were promulgated in Washington on May 11, 1899. In order to supplement those regulations and cover minor points, defining more specifically the duties of the minor officers, orders were issued which would effect this result. (See General Orders, Nos. 87 and 104, current series, in Appendix.)

The system has worked smoothly and well. As minor defects are developed the proper remedy is applied, and the native officials are becoming familiar with the method.

Special attention is invited to the report herewith of Mr. J. R. Garrison, auditor, dated September 30, 1899, to whom special mention is due for his efficient services. This report only covers the period of his incumbency.

The receipts and expenditures of the military government for the period of occupation to June 30, 1899, have been audited under the supervision of Maj. C. H. Heyl, inspector-general, Department of Puerto Rico, assisted for a part of the work by Mr. W. T. Kent, expert accountant, Inspector-General's office. Major Heyl's report is herewith and covers the period stated. The receipts and expenditures of customs have been separately audited by Mr. W. W. Barre, assistant auditor for the island. His report is also herewith.

During the early period of military occupation there was no general treasurer. The commanding general gave orders for advancements and disbursements directly to the collectors of customs, and there was necessarily some confusion in accounts which it has been difficult to disentangle, but it is hoped the general statement herewith will be found satisfactory.

In auditing these complex money returns it was not possible to hold strictly to the customary United States rules. In the confusion of military operations some disbursing agents neglected to take formal receipts, but the auditor is satisfied that the expenditures were all for a public purpose, and that all receipts were duly accounted for.

In the accounts of the civil branches of the military government the auditing has been still more difficult. The collectors of internal revenue did not, under the then existing rules, state their accounts in the same manner as now. It was very difficult to secure the information required, and to secure adequate vouchers for the moneys disbursed.

These civil accounts have not yet been entirely audited, and it will require seven weeks more to complete them. In one office particularly, i. e., public works, this has been especially difficult. Early in the calendar year the Director of Public Works was ordered to employ from 15,000 to 20,000 men on the roads—the many roads all over the island—the purpose being to afford relief to the poor and to improve the highways. The men were taken in great haste, and no record permitting a close audit was kept. In June these road operations were discontinued, for it was evident that the money was not accomplishing the objects sought to be gained. A new system has now been introduced by which it is easy to have method and regularity.

The entire sum expended on roads during this period, i. e., before

work was stopped on those lines, was upward of \$300,000, and, while it gave some relief to the laboring class, it did not produce the results to be expected in completed work on improved roads. If more time had been spent in arranging a better accounting system, the relief would have been as great and the product of the expenditure would have been much more useful and valuable.

THE BUDGET.

The insular presupuestos for 1897-98 and 1898-99 are as follows:

Character of budget.	Income.	Expenditures.
1897-98.	<i>Pesos.</i>	<i>Pesos.</i>
Insular	3,939,500.00	3,536,342.19
Provincial deputation	1,217,700.00	1,217,700.00
Total	5,157,200.00	4,754,042.19
1898-99.		
Insular	4,782,500.00	4,457,327.31
Provincial deputation	324,592.89	324,592.89
Total	5,107,092.89	4,781,920.20

These last amounts, converted into dollars at peso=\$0.60, United States money, give:

Income	\$3,064,255.73
Expenditures	2,869,152.12
Surplus.....	195,103.61

The estimates for the fiscal year 1899-1900, under the military government, are:

Income	\$1,909,390.14
Expenditures	1,943,678.11
Deficit.....	34,287.97

The estimate for the current year has recently been revised, in view of the reduction of income that must inevitably result from the reduced purchasing capacity of the island following upon greatly reduced exports. The figures given above are the result of this revision and indicate a probable deficit.

Fortunately, however, there was brought over from the last fiscal year an unexpended balance of \$450,452.83. It was hoped that it would be practicable to retain this for expenditure on roads, which are so sadly needed. The contingency of a calamity such as recently befell the island was not taken into account in preparing the year's project, and the hurricane emphasized the un wisdom of basing confident expectations upon the use of this surplus for the purpose stated.

While the above estimate of income is a conservative one, and ought not to exceed the receipts, yet there may be a greater falling off of customs and internal-revenue receipts than is indicated by the above. Trade conditions are very unsettled, and any decided change in the tax on importations, or any increase in the free list, will of course affect the budget.

This project for expenditures has been very carefully studied, and a great many reforms have been introduced in all branches of the government.

Under Spanish rule there were 21 officials who received salaries exceeding \$4,000 per annum, while now there are only two who receive as much as \$4,000.

The Spanish Governor-General received 20,000 pesos besides other allowances; the bishop of the diocese received 9,000 pesos, and the commandant of the troops received 8,000 pesos and horse allowances.

Under Spanish rule 43 officials received over 3,000 pesos and 35 others between 2,000 and 3,000 pesos, while 168 persons in all received between 1,000 and 3,000 pesos. The number of officials drawing corresponding salaries under the present régime are 17, 31, and 143, respectively.

But notwithstanding the large reductions that have been made, it is not doubted that the number of employees is still excessive. It is not easy to know how best to curtail expenses by modifying laws and customs such as are found here. Constant watchfulness and observation only will show the way. Should it be the lot of the undersigned to prepare another annual budget the personnel will be still further reduced and many other economies introduced.

Here follow statements of estimated receipts and expenditures in the Puerto Rican budget of 1899-1900:

ESTIMATED RECEIPTS.

Imposts:		
Land	\$100,000.00	
City	50,000.00	
Industrial	10,000.00	
Commercial	90,000.00	
Mining	8,000.00	
Property transfer	20,000.00	
Trade-marks and patents	2,000.00	
Diplomas	200.00	
Licenses to carry arms	2,000.00	
Stamp tax (proposed)	50,000.00	
		<u>\$332,200.00</u>
Miscellaneous:		
Rents, etc., public property, etc	13,149.14	
Judicial and other fines	5,000.00	
Profit and loss	1,200.00	
Back taxes	100,000.00	
Donation for normal school building at Fajardo	20,000.00	
		<u>139,349.14</u>
Customs:		
Actual collections, twelve weeks	357,841.00	
Estimated, forty weeks	1,000,000.00	
		<u>1,357,841.00</u>
Postal service:		
Sale of stamps, etc.	80,000.00	
Rent of post-office boxes	1,000.00	
		<u>81,000.00</u>
Total		<u>1,910,390.14</u>
Balance from 1898-99		450,452.83
Total available		<u>2,360,842.97</u>

ESTIMATE OF PROPOSED EXPENDITURES.

Commanding general's office	\$32,700.00
Insular police	165,838.00
Director-general of posts	22,376.00
Post-offices	88,510.25
Star route, service and rent	34,001.32
Culebra Island	1,000.00
Marine-Hospital Service	23,690.00
Superior board of health	11,925.00
Vaccination	2,300.00
Leper hospital	3,336.80
Board of charities	3,725.00

Orphan and insane asylums	\$49,882.00
Repairs and improvements to same	13,238.00
Aid to civil hospitals	8,000.00
Judicial board	12,216.00
Supreme court	32,040.00
Provisional court	20,700.00
District courts	97,440.00
Municipal courts	22,680.00
Board of prison control	13,280.00
Prison expenses	212,864.00
Advisory board	2,200.00
Civil secretary's office	19,680.00
State and municipal bureau	11,740.00
Internal-revenue bureau	14,740.00
Agricultural bureau	6,140.00
Collection of internal revenue	26,900.00
Collection of customs	91,729.90
Board of public works	33,470.00
Repair of buildings	26,000.00
Repair of military roads	150,000.00
Repair of country roads	40,000.00
Construction of new roads	200,000.00
Harbor works	20,772.94
Light-houses (engineering)	23,211.84
Light-house inspection, buoys, etc	21,173.68
The treasurer's office	3,000.00
The auditor's office	31,990.00
Board of education	27,300.00
Secondary education	60,000.00
Common schools (salaries)	209,880.00
School books	31,350.00
Library and museum	1,520.00
Pensions	1,956.00
Outstanding liabilities	17,181.98
Total	\$1,943,678.71

RÉSUMÉ.

Estimated available resources	\$2,360,842.97
Estimated expenditures	1,943,678.71
Surplus	417,164.26

Taking up these items of income, a few remarks may be appropriately made. The largest items of internal income are the land, city, industrial, and commercial taxes, estimated to amount to \$250,000. Under these heads Spain collected 650,000 pesos. The reductions are due to two causes; one is the change in the rate of taxation, and the other is the fact that it is impossible, since the destruction of so much property by the hurricane, to collect the taxes. Agricultural land is now taxed about half as much as formerly. The income from industrial and commercial investments and business is taxed much less than before.

Formerly the income from royal dues amounted to 148,000 pesos; at present this form of tax is unknown. The petroleum tax came to 61,000 pesos, but this is no longer levied.

The other items in the budget under "imposts" sufficiently explain themselves, except the last of \$50,000 from a proposed stamp tax. This has not yet been instituted, but is contemplated in case the necessities of the government should require it. It is proposed to place a tax of 2 cents on each bank check, draft, note, or receipt, and it is estimated this will yield \$50,000.

The miscellaneous items hardly require an explanation, except the one for "back taxes." It seems to have been the practice in Puerto Rico for the treasury department to grant extensions of time in the

collection of back taxes. In other cases there were controversies respecting the accuracy or justice of the assessments, and each year there was a considerable amount uncollected. In the year 1898-99 this amount was larger than usual, and the civil secretary expects to secure \$100,000 from this source during the current year.

Under the head of "Postal service" is mentioned the certain deficit in income from this service. As before remarked, this service is not under the supervision of the military governor.

At the beginning of the year the estimated income from customs was \$30,000 per week, or upwards of \$1,500,000 for the year. The receipts for the first ten weeks reached this average, and for twelve succeeding weeks came very near to it; but the collections are falling off, as might be expected, and it is not probable that for the remainder of the year the customs income will exceed \$25,000 per week.

In May the number of custom-houses was ten, and the expense of collection nearly 8 per cent of the receipts. This ratio has since been reduced below 6 per cent, the change being brought about principally by reduction in the number of employees and in other items of expense. The number of custom-houses has been reduced to seven, as it has been found to be practicable to supply all requisite facilities for the small ports by substituting for the collector and his employees one deputy, who acts at the same time as customs guard. When importers wish to land goods at any of these ports, they give timely notice of such intention, whereupon the deputy, under orders from the chief collector of the island, receives the goods, employing such special help as he may need, the cost of this extra assistance being repaid by the importers. This plan has just been instituted, and it promises to result in a saving of considerable expense, without at the same time impairing the efficiency of the service.

Attention is invited to the report herewith of Maj. Charles L. Davis, Eleventh Infantry, collector of customs for the island. From the papers submitted data will be obtained concerning receipts and expenses at custom-houses, tonnage dues, and export and import trade. It is not yet possible to make this last report complete so as to cover the whole period of military occupation. Some data, still lacking, will be supplied at an early date. The custom-house at the port of Arroyo was destroyed in the storm of August and all the records were lost, so it will be impossible to add to existing statistical information respecting the amounts collected at that place.

I have collated from statistical reports found here some valuable data respecting receipts at the custom-houses under Spanish domination, covering the period from 1890 to 1897:

Customs receipts.

Year.	Export duties.	Import duties.	Tonnage and storage dues and fines.	Total.
	<i>Pesos.</i>	<i>Pesos.</i>	<i>Pesos.</i>	<i>Pesos.</i>
1890.....	112, 018	2, 465, 161	.....	2, 577, 179
1891.....	107, 607	2, 088, 781	.....	2, 196, 388
1892.....	121, 109	1, 766, 638	.....	1, 887, 747
1893.....	179, 467	1, 939, 437	.....	2, 118, 904
1894.....	291, 150	2, 240, 523	162, 157	2, 693, 830
1895.....	186, 286	2, 846, 767	290, 943	3, 323, 996
1896.....	268, 882	3, 101, 511	264, 776	3, 635, 169
1897.....	241, 310	2, 481, 965	246, 926	2, 970, 201
Total.....	1, 507, 829	18, 930, 783	964, 802	21, 403, 354
Mean.....	188, 478	2, 366, 347	241, 200	2, 675, 419

It will be observed that the total collections for the four years, 1894-1897, inclusive, amounted to 12,623,136 pesos, or a mean for each year of 3,155,784 pesos, which is the equivalent of \$1,893,470.40 American money. As is well known, the present rates of customs tax are quite different from those prevailing in the past, many articles being on the free list; moreover, there is no export tax, so it is impracticable to establish any comparisons of details and schedules.

When the compilation of statistics is completed a better understanding will be possible as respects the details of trade. The data lacking will soon be forwarded.

Reviewing the items of the budget covering proposed expenditures for the current year, I would remark that, while they have been very carefully studied, it is not impossible that variations will have to be made. In the auditor's office account is kept with the several items of appropriation as above. In case there should be a deficiency under any one head the same will be met by a transfer from some other, or from the general surplus.

The first quarter of the fiscal year has just ended, and the auditor's report shows that expenditures have been kept within the ordinary receipts.

Commanding general's office.

The allowance under this head covers the clerical force for both military and civil work. It has been found necessary to have a much larger force of clerks, interpreters, and translators than would be needed under ordinary conditions obtaining in military departments.

In such departments there have ordinarily been allowed a considerable number of clerks paid from army appropriations, but Puerto Rico has no such allotment. If such assistance had been allowed, the expenditures for the civil force would have been about half what is assigned above.

Insular police.

Under this head see remarks relative thereto in another place. While the present unsettled state of civil affairs continues it will be necessary to retain this police force.

Postal expenses.

See remarks elsewhere relative thereto. The cost of the postal service under Spain was about 70,000 pesos. It is now somewhat larger, but its control and supervision is retained by the Postmaster-General.

Culebra Island.

This is not a part of any municipality, and as its inhabitants—some 600 in number—are very poor, it has been administered directly from the central government. The administration and police matters are under a delegate, who receives \$60 per month. There is also a physician to look after health matters.

Marine-Hospital Service.

See remarks elsewhere under the title of "Quarantine."

Superior board of health.

This board is composed of the chief surgeon of the Department, the naval surgeon stationed in San Juan, one other army surgeon and two local physicians. It has general supervision over sanitary matters, vaccination, and the lepers.

In the months of January to July 790,000 persons were vaccinated in Puerto Rico, at a cost of a little less than \$30,000 to the insular treasury. There were many cases of smallpox when Puerto Rico was occupied, but since this great work of vaccination was completed there have been no cases reported.

There are some 50 unfortunate persons in Puerto Rico who are afflicted with the dread disease, leprosy. Arrangements are being perfected for their isolation and proper care.

Board of charities.

This consists of eight persons; two are natives of the island and the others are army and navy surgeons.

This board has supervision over the insane, the orphans, and other charities. There are 125 of the former and some 400 of the latter. Both asylums are located at San Juan. Connected with the orphan asylum is a school. The aggregate of expense under this board is estimated at \$66,000. This includes \$13,000 for very necessary repairs and improvements to the buildings, which were in a very bad sanitary condition.

The accommodations are quite inadequate and should be greatly extended. Not more than half the island's insane are in the asylum, because of lack of accommodations.

The board of charities has also had charge of the distribution of relief supplies sent for saving the poor from starvation. A special report of the president of this board is forwarded herewith, from which can be learned something of the magnitude of this great undertaking. Major Hoff, chief surgeon of the Department and president of the board of charities, has shown very marked administrative ability in managing the distribution of these supplies.

Aid to civil hospitals.

There are eight hospitals in which the sick are cared for. The municipal resources are so inadequate that I felt it to be expedient to extend some financial help to these institutions; accordingly, \$1,000 is allowed to each of the eight civil hospitals.

Judicial board.

Attention is invited to remarks elsewhere under the head of "Judiciary." The board consists of three distinguished native lawyers, the law judge of the United States provisional court, and the judge-advocate of the department.

Supreme court—Provisional court—District courts—Municipal courts.

These are elsewhere referred to at some length. See also herewith report by Maj. A. C. Sharpe, judge-advocate of the department, whose assistance has been of great value to me.

Board of prison control.

This board consists of the chief justice of the supreme court, two other distinguished native lawyers, the judge-advocate of the Department, and the commanding officer of the Puerto Rican battalion. In Major Sharpe's report above adverted to will be found much useful information respecting the operations of this board. See also remarks elsewhere, under the title "Public order, etc."

Advisory board.

It was found to be very difficult to administer many important matters without the assistance of men who were familiar with local economic and social conditions. An advisory board supplies this deficiency.

The acknowledged leader of each political party was asked to name three men to serve gratuitously on such a board. The leaders responded and the six men so named, together with three who were not connected with any political party, are constituted a board of advice and consultation.

Another moving motive was to put into existence a body that might be regarded as the predecessor of a legislature such as a territorial government would require.

The proceedings of the board have not been without friction. In consideration of one question referred to it, that had in it an element of patronage, there was a disagreement and three of the members resigned, but later the troubles were overcome.

The recommendations of the board have been of much value, but it is found to be expedient to ask for no recommendations that involve political considerations.

Civil secretary—Municipal and state bureau—Internal-revenue bureau—Agricultural bureau.

These public offices, that formerly pertained to the state, treasury, and interior departments, are now under the civil secretary, who reports to the military governor. The reorganization facilitates business.

All of the large amount of correspondence that relates to municipal affairs, elections, adjustment of budgets, etc., comes up through the chief of the municipal bureau. The island must, it is supposed, ultimately derive its principal revenue from internal taxation, but this can not be until a new scheme of taxation for the whole island can be worked out. This work requires very careful consideration and can not be properly done until the general policy to be pursued with respect to the future status of Puerto Rico is known. It is therefore necessary to maintain a bureau of internal revenue, having a personnel familiar with the local laws and conditions that relate to internal taxes. The treasurer of the island is not yet equipped for handling this department.

The whole wealth of the island depends upon agriculture, but very little has yet been done in development of new industries that depend upon agrarian operations. It is hoped that through the reorganized agricultural bureau a beginning in farming experiments may be made.

Collection of customs.

The cost of these collections is estimated at \$91,729, which is equal to 6 $\frac{2}{3}$ per cent of the amount estimated to be collected, but several reductions of personnel and salaries have been made, and these will

reduce the ratio. It is also remarked that had the receipts from customs dues held up to the amount estimated before the recent revision and reduction, the cost of collections would have remained the same. It is hoped and expected that at the end of the year it will be shown that the cost of collecting the revenue will not exceed $5\frac{1}{2}$ per cent of the amount received.

In the three months just passed the total collections amounted to \$378,851, and the total of advances to customs officers for payment of expenses is \$25,797, which gives a ratio of receipts and expenditures of 100:6.8, but some unexpended balances remain in the hands of these collectors. There is also included under the head of expense a considerable amount for repair of damages to custom-houses and property by the storm. Were these deducted the expense would not exceed $5\frac{1}{2}$ per cent.

Board of public works—Repair of buildings—Repair of military roads—Repair of country roads—Construction of new roads—Harbor works—Light-houses.

Respecting these important items reference is made to remarks elsewhere under the head of "Public Works." The board is composed of Captain Judson, of the Corps of Army Engineers; one American civil engineer, and one native engineer. The inspector of the light-house service, following the practice in the United States, is an officer of the Navy.

The treasury—The auditor.

Reference is made to remarks under similar titles to be found elsewhere in this report.

Board of education—Secondary education—Common schools—School books—Library and museum.

These subjects have been fully discussed elsewhere, and the remarks thereunder are respectfully referred to. There were practically no school books in the island suitable for use. A large expenditure for their procurement was necessary.

Pensions.

Spain allowed under this head 348,000 pesos, carried by the island budget, and 1,560 pesos by the provincial deputation, making a total equivalent to \$209,736.

The only allowances for pensions now recognized are \$600 to the widow of a distinguished patriot and public man, and the same amount to another man of the same character who, now about 70 years of age, has a large family of dependent children. He has rendered some forty years of public service as a school teacher and in other important capacities. The remaining amount of \$750 is allowed the three youths who last year were sent abroad to pursue studies as teachers and who are still so absent; but they have been notified that the allowance will be discontinued.

Outstanding liabilities.

These are stated by the civil secretary at \$17,181, and represent audited accounts. There are other claims against the insular treasury that have not yet been liquidated, among them one of the French

Railway for a large sum as subvention on its lines. As the concession to this road is claimed to have been forfeited, the claim is not recognized. Another claim, that of the Josephite Brethren (Padres Escolapios Pios), was some time since forwarded to the War Department. No doubt many other claims will be presented in time.

Here follows an abstract of the budget of receipts and expenditures of Puerto Rico for the fiscal years 1897-98 and 1898-99, both for the island proper and for the provincial deputation:

	1897-98.	1898-99.
RECEIPTS.		
Budget of the island:	<i>Pesos.</i>	<i>Pesos.</i>
1. Land and other taxes	576,200.00	901,200.00
2. Customs	3,132,900.00	3,377,900.00
3. Taxes on monopolies	184,200.00	312,200.00
4. State property	9,300.00	9,300.00
5. Contingent receipts	36,900.00	181,900.00
Budget of provincial deputation:		
Total of receipts	1,217,700.00	324,592.89
Total for both budgets	5,157,200.00	5,117,092.89
EXPENDITURES.		
Budget of the island:		
1. General liabilities	498,501.60	498,501.60
2. Justice	423,818.80	454,773.80
3. War	1,252,377.76	1,252,377.76
4. Finance	260,800.00	225,825.00
5. Navy	222,668.20	222,668.20
6. State	878,175.83	592,653.83
7. Interior		1,210,527.12
Budget of provincial deputation:		
1. Deputation provincial	221,261.48	227,772.89
2. State	210,254.00	.....
3. Interior	786,184.52	96,820.00
Total for both budgets	4,754,042.19	4,781,920.20

MORTGAGES.

The mortgage indebtedness of Puerto Rico from 1880 to 1898, inclusive, is shown in the tabulated statement herewith. The tabulation was compiled by Mr. Coll y Toste, the civil secretary, from the records of property transfers. Of course it has not been possible to verify these records since the American occupation.

Elsewhere are allusions to this important subject and attention is invited thereto. The current indebtedness of merchants and others, covered by commercial paper, will also amount to a large sum. The total indebtedness may reach, if not exceed, \$50,000,000. The island government, however, has no debt—a very fortunate circumstance; nor do the municipalities owe any large sums, the aggregate of all their loans not reaching \$1,000,000.

On January 19, 1899, General Henry issued orders that, with reference to agricultural property and machinery, the laws relating to the foreclosure of mortgages and all legal and judicial proceedings thereunder, should be suspended for one year from the date named, provided the interest on such debts be paid when due at a rate not exceeding 12 per cent per annum. The order authorizing suspension of foreclosure did not apply to the collection of insular or municipal taxes.

This order has been productive of both benefits and injuries. It has saved many a poor proprietor from the loss of his home by foreclosure, but it has displeased those who held the securities, and has resulted in the withholding of loans to others, who, wishing to borrow, were denied the privilege by those able to lend, because the latter feared that at the

expiration of the year the provisions of the order would be extended, and they would be again denied the right of forced collection of indebtedness by foreclosure. Some appeals asking for reissue of the order in question so as to make it apply for another year, and others from the mortgagees, protesting against further extension have been presented.

The rates of interest agreed upon in these secured loans were in many cases far above the rates that agricultural lands ever pay in the United States. Rates exceeding 12 per cent are common here, and many loans are secured by mortgage where the interest promised is 18 and 20 per cent. Of course the agricultural industry in Puerto Rico can not long be burdened with such a tax.

In the period following the evacuation, and before the promulgation of this order by General Henry, a large number of mortgages were foreclosed, and had there been no interference with legal process for foreclosure a very considerable part of the land of Puerto Rico would in a brief time have changed hands, the economical and industrial conditions being such that it was in the power of creditors to have forced foreclosures.

In Cuba the Spanish governor-general suspended foreclosures in 1896, and there was another suspension by General Blanco in 1897, while, in 1898, General Brooke again extended the suspension for another period. It would appear that General Henry followed this precedent.

This is a very important matter which deserves thorough consideration. Taking into account the present depressed condition of industries and business, it seems probable that many of the existing proprietors will soon be sold out.

This was the subject of a special report to the Department under date of September 5, 1899, and attention to it is respectfully invited.

The cane growers are in a better economic condition than any other agrarian proprietors. Those having modern machinery have, at the present prices of sugar, a margin of profit reaching in exceptional cases 1 cent per pound of sugar produced, and these men are able to arrange not only to meet their old engagements, but also to obtain new loans.

The coffee growers, however, are in very poor shape, for, with the already low prices and the losses by storms, they have no way of meeting overdue payments, to say nothing of securing additional credits.

POLITICS.

Elsewhere in this report will be found allusions to the political parties which have existed in the recent past and to those that still exist.

The two political parties having active organizations and representation in all the municipalities are designated, respectively, Liberal and Republican; but very recently the Liberals have dissolved and reorganized under the name of the Federal Party. Its programme, or what we should call its platform, dated October 1, 1899, will be found in the appendix. While known by the name of Liberals they had no written platform.

Those associated under the name of the Republican Party announced their platform in March last. This will also be found in the appendix.

There are some other active groups having political aims, but no formal organizations. Some call themselves the Labor Party, and there is said to be an offshoot of this with socialistic tendencies.

The hope of all politicians in this island is for an autonomic government. Individuals of both parties differ as to the time when home rule

should be instituted, but all have that ultimate object constantly in mind.

There has been no general election in Puerto Rico since March, 1898, and the issue then at stake was not one that permitted a judgment as to the relative partisan strength of those now calling themselves Federals and Republicans. The names of the parties were then different, and the question at issue was one that is not now pending. Five parties were represented, and the one then called Autonomist-Liberal prevailed.

Each of the two parties now struggling for mastery claims the majority of voters. The people know that municipal elections are soon to be held, and there will be a very active campaign for political mastery of localities. The successful party will hope and expect to elect delegates to and control a Territorial legislature, which all appear to expect will soon be in existence.

As respects the principles of these two parties, no characteristic differences are stated. Each desires to control the insular government, and considers the first elections as stepping stones to that end.

There is much unseemly partisan strife in some towns. A tendency to permit political differences to control in personal relations appears to exist. Individuals of the opposite party are often rated as criminals or blackguards or as in some way disreputable.

Puerto Ricans have had elections, so-called, for many years, but there was no real freedom of action. The government always elected its candidates and the people understood that this would be so. They might turn out generally or stay at home; the result was the same. There was formerly no sufficient motive for zeal and activity, but now there is a reward in sight. Close observers who are old residents, but nonpartisan, declare that whichever party prevails we may expect a continuance of methods similar to those of the past, and a corrupt government administered solely in the interest and for the aggrandizement of the party in power.

Under the title of "Municipalities" there are stated some of the conditions that exist. In order that the town councils may be elected by the people instead of being appointed, as done heretofore and at present, orders have been given for elections, and these will very soon take place.

While the franchise will be a restricted one, permitting only taxpayers and those who can read and write—say, 5 per cent of the population—to vote, those elected will probably be of the same class as those formerly in power, concerning whom there have been the most bitter complaints of maladministration and misuse of power. It remains to be seen if the chosen representatives of the people will show a better record than their predecessors, who held office by appointment. It is scarcely possible that it should be worse.

These party leaders have read of civil rights, are somewhat familiar with representative institutions existing in the United States and elsewhere, and in their essays and political utterances picture to the Puerto Ricans as soon to be theirs all the joys and privileges that the best-governed countries possess. Their promises are certainly alluring.

The old Puerto Rican government was the rule of a class, and the common or plain people had no other relation to the government than as subjects. They had been thoroughly taught obedience, and accepted the situation without more than a murmur, and repression always ended the murmuring.

A political leader is always received with acclamations of praise by his friends and with maledictions by his opponents. The plain people have been led and governed and controlled so long that they expect nothing else; and the leaders will see that they are not disappointed.

Appeals to send military officers to take charge of municipal governments are constant, because, it is alleged, those of minority representation in the town councils are oppressed, buffeted, and insulted. So summary a course is objectionable, and only in three places have the civil authorities been replaced by the military. At this writing appeals are daily received from one of the principal towns in the island detailing the civil commotion and state of unrest that prevail, supplemented with a request that a military man be sent to displace the town council and assume entire charge. From the same town reports come of threats of personal violence toward public men. A military detachment in that locality has orders to see that the public peace is preserved, but to interfere in no way with civil administration. An election will soon be held there and the experiment tried of local self-government by chosen representatives.

It is of record that a few nights since a bottle filled with ordure was thrown into and broken in the sitting room of the family of the alcalde. A night or two later the compliment was returned by a similar salute in the home circle of a rival political leader.

So suspicious are these native politicians that no military officer can be for one month stationed in any town, but no matter how careful he may be in abstaining from any participation with political men and measures, he is sure to be accused by one party or the other of a leaning to its opponent. If such officer should chance to be seen speaking to a politician or showing any civility to one, some rival is certain to assert that the officer has gone over to the enemy, and it is asked that he be at once relieved. It is, of course, impossible to comply with such requests. All military officers are enjoined to abstain absolutely from anything, whether word or deed, that could in any way impair their usefulness for impartial and unbiased action.

MUNICIPALITIES.

This word, as applied in Puerto Rico with respect to government, has no equivalent in the United States. In one respect it resembles the city governments in the States—i. e., it is an administration by a mayor and town council, as in our own cities; but here the powers of a corporation are not conferred by legislative enactment, as with us, nor are the jurisdiction and control limited to the area covered by streets and buildings, but includes farms, pastures, forests, waste lands, and swamps. In the United States what is called a town or township is here called a municipality; but, unlike our rural towns, it is governed and administered in the same manner as our cities, and its officials have duties and responsibilities very much like those of our own city officers.

This system of administering local government is understood to have been general throughout all parts of the colonies of Spain that were inhabited by Europeans or their descendants. Article 53 of the autonomic scheme of government for Puerto Rico, proclaimed by royal decree of November 25, 1897, made municipal government compulsory for every group of inhabitants numbering more than 1,000. The practice was, and is, to subdivide the country into what we would call townships, and to supply these divisions with local governments similar to those that are accorded to our cities; so here were found in control the municipal councils formed on the old lines.

Each municipality has a mayor, or alcalde, from two to five assistant alcaldes, and from ten to thirty aldermen, also a secretary. These com-

pose what is called the ayuntamiento, which in English is properly named the town council. Other officials are: A municipal judge, a prosecutor, a secretary, a municipal physician, police, taxgatherers, and school board.

The municipal district is divided into wards, called here barrios. At the head of each of these is a comissario, or agent, appointed by the town council, and reporting directly to the municipal alcalde.

The town council had power to frame laws, not inconsistent with the general statutes, respecting education, highways, health, and public order, to levy and collect taxes, and to borrow and expend money. The members of the council are civilly responsible for any damage caused by their acts.

Associated with the council is a municipal board, appointed by the town councils, having numbers equal to the whole number composing the municipal council, but their functions related exclusively to financial measures. Only taxpayers were eligible to sit on either board. From the year 1873 the councilmen were required by law to be appointed by popular election, the suffrage being more or less restricted.

The appointment of mayors, according to the laws which had been in force for some time, was in the power of the governor-general, to whom three names from which to make a selection were sent by the council, but if the names of the parties sent were not to his liking, the governor could instead appoint any other councilman, or even an individual out of the council. This case, which the law recognized as an exceptional procedure, became the general rule. By this means the Government secured direct and immediate intervention, not only in the municipal administration, but also in the election of representatives for the Cortes, a very essential point in Spanish practical politics.

The practical working of this system had been most unsatisfactory to the Puerto Ricans during Spanish rule, and is condemned by all who have had opportunity for observation. With the exit of Spanish power and the advent of the United States military rule, it became necessary to find some means through which the councils could be kept going without the intervention of elections, which were impracticable.

The island is racked and torn by political animosities. Under the title of "The former régime" the parties are named which have striven and are striving for mastery.

Municipal elections were impossible for several reasons. In the first place, the whole framework of society was disorganized, in consequence of the war and the change of sovereignty. The civil disorders produced a sort of reign of terror, and disturbers of the peace intimidated almost everyone. As offshoots or outgrowths of the times and of the disturbed conditions two political parties came into being, each striving for mastery of the island when it should be given Territorial existence. It is asserted that each resorted to measures of intimidation and threat that did not leave the well disposed in a state of mind to permit of a free ballot and a fair count.

When vacancies occurred in the towns occupied by the invading army the military commanders filled vacancies of alcaldes and town councilmen, for there was no other practical way of preserving town government, even in name.

After General Brooke assumed command of the department on October 18, he continued the practice, and General Henry pursued the same course, but attempted to regulate the balance of political power by requiring vacancies to be filled in such a way that the councils would be half and half, Liberal and Republican. His orders to this

effect have been continued, but much friction has ensued, for when a majority of one controlled the action of the council on any question it was easy for one man to so manipulate as practically to control the action of the ayuntamiento.

The Advisory Board convened by department order, consisting of five able and representative men who do not belong to either political party, and whose opinions were asked respecting certain features of the existing government, remarked as follows respecting municipal affairs:

Elections have been held in Puerto Rico for the last thirty years with different kinds of suffrage and with divers electoral systems. Unfortunately all the systems have resulted in a farce. On the one hand, the Government always tried to corrupt the suffrage in order to obtain its political ends; on the other hand, the gross ignorance of the large electoral body has always been a fruitful field for the germination and growth of all kinds of abuses.

The abuses that exist in municipalities are notorious. In many of them in this island misgovernment and chaotic conditions are the rule. In a few society seems to have resolved itself into its original elements of individuals acting without concert. In such places civil order is secured through the presence therein of military detachments or through the aid of the insular police.

The aggregate of all the municipal budgets for the year 1897-98 amounted to 2,697,949 pesos, while the total for the current fiscal year has been brought down to 1,429,981 pesos. This last figure is believed to be much too high; but without the cooperation of honest and public-spirited men it is impossible to know where to make reductions.

Just before the hurricane an election was ordered to be held for municipal officers in one of the towns, but the confusion caused by the hurricane prevented the consummation of this measure. Arrangements have been made to complete this election and to hold others throughout the island in pursuance of an order recently issued, in which are contained full directions for conducting the different steps.

By the end of the year it is hoped that all municipalities will have in office town officers of their own choice, so that it will be possible to have a fair test of the capacity of these people to conduct their local affairs in an orderly, honest, and economical manner. The rules governing these elections will result in the supremacy of the dominant party in each town, giving that party a good working majority; but the minority will also have at least a one-third representation.

As before stated, the number of municipalities is now sixty-nine—that is to say, the whole area of the island is made up of political divisions which, while municipalities in so much as concerns the nature or character of government, are such territorial subdivisions as in our own country would be called townships. County and parish subdivisions are unknown, and there never has been any machinery for conducting the administrative affairs of such subdivisions.

By recent orders five district courts were created. These districts, or legal jurisdictional areas, might appropriately be styled counties, as they have an area and population not greater than those commonly included in such subdivisions in the States of the Union.

But it does not seem practicable to change from the present system—this for the reason that the existing municipal government is well known and understood, while the Anglo-Saxon county organization is new to the people. To cut loose suddenly from the familiar governing system that now exists would be very difficult. The basis of municipal government in all Latin countries appears to have been the Roman municipium. This latter, once independent, was secured by conquest, reduced and incorporated into the Roman commonwealth

under the name given, and admitted to a more or less ample participation in the rights of citizenship, retaining, after the annexation, their own distinct organization and political divisions, and their own magistrates, legislatures, and judicatories; but being, nevertheless, subject to the general control of the sovereign body in Rome. Whatever their origin, we now have in Puerto Rico sixty-nine of these political divisions, each entirely independent of all the others and subordinate only to the central government. While this arrangement brings the central government into direct touch with the towns, it also results in a much greater mass of official correspondence and intercourse than would be necessary in a State of 1,000,000 inhabitants subdivided and governed as in the American Union.

With us, county supervisors, or county commissioners, with boards of assessors, have jurisdiction or authority over the whole county of ten or twenty towns or civil districts, and the governing and administrative body consists only of a few trustees or "selectmen," and justices of the peace, often without salary. This gives the utmost simplicity to the governmental organization in our towns and saves expense, while here the machinery required for a municipality (town) is as complicated as in our incorporated cities. The Puerto Ricans, however, are accustomed to this organization, and have no knowledge of any other. Gradually the transformation, if finally found to be desirable, can be made, but a radical measure disjointing and disarranging the existing municipal system would be deplored.

By orders of the military governors, some improvements have already been effected. Municipal courts have been organized, the number of officials being reduced more than half, and several superfluous offices have been abolished. All this has been done in response to public sentiment here formally expressed. Still there has been no change as respects the form of government; the modification relates only to the present administration. The laws of the country are not bad; on the contrary, many of them are excellent. It is only the bad administration of those laws that I have endeavored to reform.

The number of municipalities is excessive, and many of them are unable to sustain the burden of separate existence. Appeals for financial help are constantly coming in, accompanied by the statements that the taxes can not be collected; that officials, school-teachers, and the police are unpaid, and that the sick are without medicines and attendance.

In response to these appeals, the petitioners are enjoined that the only measure of relief suggested is the amalgamation of the weak with the stronger towns. In one case this merging of two towns was accomplished after public voting.

The objections to amalgamation are various and some of them have weight. It is asserted to be the rule that the taxes collected throughout a municipal district are almost exclusively expended in maintaining the officials, police, etc., who live in the central pueblo, or village, and that should one small place be merged into a large one, the former would have no corresponding benefit and would escape the taxgatherer no better than before.

Another ground of objection is the woefully bad means of communication between the municipal centers. Hardly any of the roads between any of the towns are worthy of the name, and it is often absolutely impossible for travelers to get from one town to another save on foot or on horseback.

There are other reasons assigned for refusal on the part of these

feeble municipalities to agree to being merged into others. The above set forth are the most cogent. On the other hand, the reasons why the consolidations ought to be effected are many and scarcely need to be stated. A committee of one of the political parties recommended a consolidation whereby the number of municipalities should be reduced to twenty-six. This board remarked:

It is very important that a plan should be thought out to reduce the present excessive number of municipalities. The present number had its origin in Spanish times when only employees and those persons paying taxes of \$25 and above had the right to vote for representatives to the national parliament. The government stimulated the formation of small municipalities, so as to be able to count on the votes of alcaldes, secretaries, doctors, priests, and other employees. These small villages are very badly governed, and can not support the excessive charges which the present law of municipalities burdens upon them. But they are afraid to annex themselves to the larger towns, which would absorb their income without giving them the necessary service required by every locality in order to live comfortably and decently.

This committee has thought of two methods which it thinks necessary in order to diminish the present number of municipalities. One is to promote the formation of municipal districts composed of two or more small towns. Each town would preserve its name and individuality, and would be governed by an alcalde and three or four minor employees. The municipal district would be governed by an assembly composed of delegates from each of the towns therein comprised. This assembly would vote the budget for the whole district, of which two-thirds of the part collected from each town would be assigned to that town's local expenses, such as town doctor, medicines, slaughterhouse, meat market, schools, health, police, etc. In this way the small towns would not have to fear that, on dispensing with their own councils and annexing themselves to the larger towns, they would lack the service they to-day enjoy, for, on the contrary, they should have better service and more benefits than they now have.

The other method is to stimulate small towns in the neighborhood of the larger ones to annex themselves, assuring them that they will not be absorbed, and that their local existence would be bettered.

Equal guaranties should be granted to the rural wards (barrios) constituting centers of population—for example, Jayuya in Utuado and Cataño in Bayamon.

These wards desire to be segregated from their municipalities, alleging that they pay heavy municipal taxes, and that the municipality to which they form part give their local needs no attention, leaving them unprovided with doctor, dispensary, meat market, police, street lighting, and other services, and using the greater part of their share of taxation to the improvement of the large or head town of the municipal district.

The plan is impracticable save by the military mandate, and that is objectionable in a democracy, a form of government which it is thought to develop here, if the moving thought in the United States is correctly grasped.

The only practicable plan is to limit and restrict the number of municipal officials, fix and define their sources of revenue, supervise expenditures, check excesses, reduce salaries, improve roads and other means of communication, and convince the people that a combination of two or three weak towns would secure for all pueblos, near or remote, a better economic and social state than they could secure by separate existence. But this must all be taught by experience and example.

So great have been and are the social disorders and economic mismanagement that these towns which have abundant wealth and should be able to give ample securities for loans can not secure advances from credit institutions for the most obviously necessary improvements and repairs.

But three towns in the island have any but the most rudimentary arrangements for water supply, and only one has a sewer system—a very poor one at that. There are very few that have adequate municipal buildings; and schoolhouses owned by the towns are generally lacking. Hence the majority of the municipalities are bankrupt, or so nearly so that as borrowers they have no standing. There are a few exceptions. Fajardo has just negotiated a loan of \$20,000 to be

applied to the erection of a normal trade school—this sum to be raised to \$40,000 by an advance of \$20,000 which has been authorized from the insular revenues—all to be expended under the general supervision of the board of public works. Arecibo has the promise of a loan of \$40,000 for the completion of a system of water supply, and general sanction will be given to the application to make this loan, without, however, guaranteeing the payment. Ponce, a town of 45,000 inhabitants, is also endeavoring to make a loan, but the money is proposed to be used to pay a floating debt. San Juan was long since bonded for \$600,000 to pay for water installation which at the time of American occupation was unfinished. My predecessor advanced to this city \$28,000 from insular revenues, which sufficed to permit the turning on of the water. He had the intention to advance a further sum of \$32,000 for other city improvements; but as the capital is in a better financial condition than any other town, and abundantly able to provide by taxation for all its needs, further advance from insular revenues has been refused. The bonds of San Juan, just referred to, carry 7 per cent interest and provision for amortization, and were bought by an American banking house and offered to investors; but the firm has succeeded in placing but an insignificant number, notwithstanding long and general advertisement.

Elsewhere reference is had to municipal elections shortly to be held. To what extent the installation of duly elected town councils will add to the confidence of investors remains to be demonstrated, but it is feared that the immediate effect will not be of great moment. The investors will probably prefer to await developments and to take nothing for granted. They will also note whether the laws of contracts and mortgages are such that protection to invested capital will be assured, and whether the local courts see to it that these laws are faithfully executed.

Until municipal government and administration is reformed and elevated to a very much higher plane than now, I see no hope of greatly improved social, domestic, or economic conditions.

The aggregate of all loans from the insular treasury asked for by the municipalities amounts to many millions. All have, of course, been denied. The applicants for loans are referred to bankers and money lenders, but the latter scarcely even consider the requests except in the cases mentioned above.

It is but just to say that at the time the advance referred to was made to San Juan the city was without water, and that the money granted sufficed for completion of certain works and utilization of the water system, which was a very great advantage to the civil and military interests. The advance is regarded as a loan from insular revenues to be repaid in the form of water used by the military and civil departments.

The credit of these municipalities can be established by and through the same means as those employed elsewhere by corporations that reach a condition of insolvency.

I also invite attention to the reports herewith of Col. I. D. De Russy, Eleventh Infantry; Lieut. Col. C. C. Carr, Fifth Cavalry; Maj. Albert L. Meyer, Eleventh Infantry; Maj. Francis D. Mansfield, Eleventh Infantry; Maj. W. A. Glassford, signal officer of the department; Capt. H. S. Bishop, Fifth Cavalry; Capt. C. H. Watts, Fifth Cavalry; Capt. W. S. Schuyler, Fifth Cavalry; Capt. Eben Swift, Fifth Cavalry; Capt. F. W. Foster, Fifth Cavalry; Capt. Harry L. Lee, Eleventh Infantry; First Lieut. Seaborn G. Chiles, Eleventh Infantry; First Lieut. Alonzo Gray, Fifth Cavalry.

FINANCIAL STATISTICS.

In the appendix there will also be found some interesting statistics respecting the financial operations of the military government.

The accounts of customs receipts and expenditures have been carefully audited by the inspector-general of the department and by Mr. Barre, an auditor sent here from the United States.

In the early period of occupation the orders for expenditures were given direct to the collectors of customs, and it has not been possible to verify the several applications of funds as closely as has been done since the installation of the present auditing system; but there does not appear to be any doubt that all such funds were properly applied, considering the stress of circumstances.

It has not been easy to state the receipts and expenditures of the internal revenues as much in detail and in conformity with our methods as might be wished. The local method of keeping accounts was intricate and difficult of comprehension by our officers. The papers herewith give as full details as could be secured, and a critical audit of these accounts now being made may result in some minor changes.

In this connection special attention is invited to the reports and exhibits prepared by Major Heyl, the able inspector-general of the department, whose assistance has been of very great value to me.

The receipts and expenditures under the military government may be thus classified:

RECEIVED.		
From customs collections	\$1, 238, 535. 93	
From internal taxation	1, 089, 021. 94	
		\$2, 327, 557. 87
DISBURSED.		
Account customs collections.....	727, 096. 40	
Account internal revenues	1, 033, 424. 45	
		1, 760, 520. 85
Balance on hand June 30, 1899		567, 037. 02
This balance is made up of the following:		
Account of customs	511, 439. 53	
Account of internal revenue.....	55, 597. 49	
		567, 037. 02
Of the balance stated above there was on June 30—		
Balance in hands of military officers.....	30, 508. 66	
Balance in hands of customs collectors	30, 478. 04	
Balance in hands of treasurer of Puerto Rico (deposited with De Ford & Co.).....	450, 452. 83	
Total on account of customs.....	511, 439. 53	
On account of internal revenue.....	36, 036. 01	
In debentures, account internal revenue	19, 561. 48	
		567, 037. 02

The figures respecting internal revenue are taken from the statement of the civil secretary and are subject to correction through critical audit.

Attention is invited to the magnitude of the figures for internal-revenue receipts for the period from October 18 to June 30, over \$1,250,000. During the current fiscal year the collections from this source will be very small as compared to the last year's receipts. The reason for this has already been explained. Under present conditions, and until a new tax scheme is worked out, the receipts from all internal taxes will not amount to more than \$500,000.

From October 18, 1898, to June 30, 1899 (eight and twelve-thirtieth months), the expenditures of internal revenue amounted to \$1,033,424, which is at the rate of \$123,026 per month, or \$1,476,312 per annum. The expenditures of customs receipts were \$727,096, which is at the rate of \$86,558 per month, or \$1,038,696 per annum. The total average monthly expenditure from the two was, therefore, \$209,584, which would give a yearly total of \$2,515,008. In the present year's budget the estimated average monthly expenditure is \$161,943, which would indicate a yearly saving, as compared with the above, of \$571,692. The expenditures for the first three months of the current year have been much less than the estimated average monthly rate for the year.

THE HURRICANE OF AUGUST 8.

On the morning of the 7th of August, 1899, the United States Weather Bureau, through its branch establishment here, announced the approach of a cyclonic disturbance, and the danger signal was ordered to be hoisted at substations of the Bureau at Ponce and Mayaguez. At the same time I directed that the danger be reported to all commanding officers of posts throughout the island.

There had been no serious or destructive storm in Puerto Rico since 1867, and the inhabitants had ceased to feel great concern on account of tropical tempests. Except at seaports, little heed was given to the caution, and in some cases the telegraph operators failed to receive or to promptly deliver the warning messages.

The vortex of the cyclone appears to have traversed the island throughout its whole length, from about Humacao to Mayaguez, and its path was a scene of very great devastation. The wind must have attained nearly its greatest observed velocity, but there is no authentic record. The anemometer on the Weather Bureau building at San Juan was blown away after having registered a velocity of from 70 to 80 miles an hour. But this port was not in the track of the greatest disturbance. The gale struck the island at Humacao about midnight of August 7, and furiously blew all the rest of that night and well into the next day, while at Mayaguez the violence was not great until 9 o'clock on the morning of the 8th. But as the latter town was under the lee of high mountains, it suffered much less than it would have done had it been higher or not thus protected.

Most of the habitations in the track of the center of the cyclone were entirely smashed and the débris strewn all over the country. The full reports of the loss of life bring the number of deaths up to 2,700.

The wind worked dreadful havoc with nearly everything useful to man. Besides the mortality, which was appalling, the material damage was almost beyond belief. But the greatest loss of life resulted, not from the wind, but from the terrible downfall of rain that immediately followed. The precipitation in a few hours of $11\frac{1}{2}$ inches was reported at one place, and the volume of rain must have averaged quite 6 inches throughout the island, for the fall was not less severe in districts away from the vortex than in its actual track.

Added to the horror of the situation there came with the gale on the southern coast a tidal wave which submerged large areas with sea water and swept away what the wind and the rain had spared, in some places completing the destruction.

Every river bed or bottom of a land depression was a roaring torrent. The wind uprooted myriads of trees, and the rain, entering and permeating the soil, loosened it, and on steep declivities resulted in avalanches

of earth, mud, and water, covering wide areas and piling up the debris in the ravines and gorges.

The principal industry in the elevated portions of the island is coffee growing. There fine coffee fincas were dreadfully damaged. The trees were at the beginning of the time for the maturing of the fruit. Coffee is only successfully cultivated in the shade of larger trees or plants, which are planted and cultivated for their protection to the shrubs that produce the berries. The large trees of course went down, smashing those they were designed to protect, and a gale tore off the green berries or uprooted the bushes. The material loss to the coffee growers can as yet only be estimated, but the most conservative figures received place this year's crop at one-third of the normal.

The exported portion of the crop for 1897 sold for about 13,000,000 pesos. The promise for this year had encouraged the belief that the value of the crop would not be smaller.

If these figures are accurate, and there is every reason to believe them so to be, the loss in this one crop for the current year will reach nearly 9,000,000 pesos. The losses of other property, especially sugar mills, cane, dwellings, roads, and bridges, will bring the total to an immense sum.

Regard being had to the fact that five years must elapse before the coffee trees and their shade can be replanted and reach a normal bearing condition, the total loss can not be safely placed below 25,000,000 pesos for Puerto Rico on account of this hurricane.

The shipping in port suffered little, as the warnings sufficed to permit of protective measures being taken.

Special attention is invited to the able report herewith of Major Hoff, chief surgeon of the department, who was placed at the head of a board of natives and Americans to concert and concentrate relief measures. The work that was assigned to this board, and especially to its principal executive officer, has been of very great magnitude and most onerous. That many thousands of human lives have been saved through the bounty of the United States Government and people can not be doubted.

The greatest difficulty is encountered in discriminating between those who are really needy and those who pretend to be so. While it is possible that every ration has not fed a really needy person, it is also certain that very little food has failed to reach those who were much pinched by hunger. Those who deserved assistance and have failed to receive it are very few indeed.

It has been found to be practicable to cut down the aggregate of food issued from about 1,000 tons per week to less than 500 tons. Constant and progressive reductions are being made in the issues as the people reach better conditions and reproduction of native fruits is accomplished.

The difficulties which have been encountered in distributing the food are of very great proportions. While all the available means of transport by land and water belonging to the quartermaster's department were utilized, resort was had to the local facilities for conveyance, and ox carts and pack animals were secured.

Every post commander became a relief inspector. Depots were established at all points of central supply. The depots were filled from the San Juan base. In every municipality was a subdepot under an officer or a noncommissioned officer, and food was distributed through auxiliary relief committees composed of the best citizens.

Two months have now passed since the bursting of the heavens and the wrecking of this fair island, resulting in a shocking tragedy. Every-

thing is again green and smiling on the face of nature, but back in the interior are yet unknown thousands upon thousands of families who have as yet no resource for to-morrow save that bounty of the great American nation which has poured out its wealth to feed the hungry and help poor humanity to exist.

FUTURE CIVIL GOVERNMENT.

In discussing this most important subject all aspects of it should be considered, and I approach it with misgivings and much hesitation, preferring to be excused from attempting any presentation of this question, but the orders from the Secretary of War require it.

With better facilities and more time for reflection and study it is quite possible that conclusions would be reached varying greatly from those now submitted. I therefore ask that this qualification and my confessed inability to master this profound question be noted.

The annals of my country furnished no closely analogous precedents that could aid me, and my preoccupations have been such as to leave little time for a critical study of political economy.

In some of the great universities a professorship of civics has been established, where instruction is given in subjects such as ethics, civil policy, law in its applications involving the interests of society, the laws of the wealth of nations, and the history of civic development and movement. Preparation by a course of study of these subjects under the instruction afforded by our great educational institutions was, unfortunately, not possible.

The problems confronting the United States, respecting its newly acquired islands and their future government, can only be solved by an application of those wise rules and principles that are the product of human experience. To find modern examples of the application of those rules to tropical states, colonies, dependencies, or possessions we must turn to the experience of other nations.

It will not be profitable to study historical precedents unless there be points of resemblance to Puerto Rico in natural conditions, population, and history. Some of the States which have been formed from what we are accustomed to call "Spanish-America," and some of the islands discovered, settled, and populated under Spanish, English, and French domination, have many points of resemblance to Puerto Rico, although it is probable there is none of these save Chile, at date of revolt from Spanish rule, which had so large a proportion of its inhabitants of the Caucasian race as Puerto Rico now has.

The only American tropical regions where the conditions are at all analogous are Venezuela, Colombia, Guiana, Central America, and the Greater and Lesser Antilles. But the Spanish States of South and Central America were very sparsely settled and all of them had a large Indian population, while Puerto Rico is densely populated and has no Indian blood. In Haiti the negro very largely predominated, and the same was true of Barbados, Martinique, Guadaloupe, and Jamaica, and indeed nearly all the others save Cuba. The countries which most nearly resembled Puerto Rico as respects the nationality of the inhabitants, climate, soil, and government at the time they were lost by Spain are that portion of Santo Domingo now known as the Dominican Republic and the island of Trinidad. The former became an independent State and the latter was ceded to the English Crown—one a few years before and the other about the beginning of the present century. Both

had Spanish laws and institutions. In each there were a considerable number of negro slaves. In neither were there Indians. The Roman Catholic religion was established in both, and other denominations were not allowed. The natural productions of both islands were similar, sugar being the most important, as it was until recently in Puerto Rico.

In 1797 Trinidad was captured by the English and entered upon a new career under local Spanish laws, which were preserved and properly administered by Great Britain. Not so, however, with the island of Santo Domingo, which at the beginning of the century achieved its independence under Toussaint L'Ouverture.

France endeavored to recover her part of the island, but was unsuccessful. In 1844 the eastern or Spanish part became independent, but later Spain tried to recover it, failed, and since then the Republic of Dominica has been unmolested in its career save by civil wars and some strife with Haiti and Spain, but for more than thirty years the inhabitants of Santo Domingo have been demonstrating their incapacity for self-government. There have been a half dozen civil wars and over-turnings, the last but a few days ago.

Statistics show that the negro blood is not very much more in evidence in Dominica than in Puerto Rico, and the persons of white blood are of the same race and have been controlled by the same codes and institutions that have prevailed here. Had Dominica been a dependency of some strong and well-administered government, it is probable that much of this civil strife would have been prevented. But had it had home rule, such as is accorded to Canada, Australia, New Zealand, and the Territories of the United States, there would still have been struggles for preponderance of one party or faction over the other, which could only have been prevented from becoming sanguinary by the military intervention of the supreme government. It does not seem to me possible that the Dominicans would have furnished an example of autonomic government well administered. They seem to know of but one use to make of political privileges, and that is to erect and maintain a despotism or a government of a class for the benefit of its adherents.

This so-called republic has an area more than five times as great as Puerto Rico, a soil of exceptionable richness, adapted to all tropical productions, a salubrious climate, a population containing many highly educated and intelligent men of Spanish origin, and yet we see what misuse has been made of their opportunities, which were of the fairest in the world.

Under a good government, well administered, this little State could as well support a population of 5,000,000 as Puerto Rico can 1,000,000, but so great has been the turbulence, and even chaos, that immigration and industrial development have been prevented, and Dominica has been cited all over the world as a typical example of the incapacity of Spanish-Americans to govern themselves. The contrast to Dominica furnished by Trinidad is so noteworthy that a further mention may be justified respecting the latter.

The inhabitants of Trinidad when the island was conquered by General Abercromby in 1797 were largely of Spanish birth and parentage, although there were many French who had emigrated thither from Santo Domingo following the outbreak in 1793. There were also many thousand negro slaves. Its area is about 1,750 square miles (the largest of the British West India Islands, except Jamaica), or a little less than one third the size of Puerto Rico. At the date of the conquest it was inhabited somewhat less densely than Puerto Rico, which then had about 36 inhabitants to the square mile.

The population of Trinidad has increased to upward of 300,000, giving it 170 per square mile. Its revenues exceed \$3,000,000, its exports exceed by one-third the same from Puerto Rico, its government is one of order and stability, and crime does not go unpunished. The number of children attending school is more than three times as large, in proportion to population, as here. They have a royal college and several schools for higher education. All religious denominations are free, good roads abound, industries are diversified and are being constantly extended.

If left uncontrolled and free, Trinidad would probably have supplied another example of a chaotic government. It had the most favorable elements for such a result—Spanish, French, negro slaves, "maroons" from the neighboring Spanish and French possessions. Besides, its waters were infested with privateers, who were no better than pirates. Home rule was fortunately not accorded to this island, but instead it was governed at first by military officers directly. It is now a Crown colony, having an executive council of five official and three native appointed members, the governor presiding. It has also a legislative council of 21 members, 10 of whom are appointed by the governor and 11 are elected. The governor presides over this council. Only those who possess a stated property or income qualification, or who are members of the liberal professions, can vote at elections for councilmen.

There is not anywhere in the world a tropical island having a happier and more contented population, nor one where life, liberty, and the pursuit of happiness of the humble native, the freed slaves, and the East Indian "cooley," as well as the rich and powerful, are more firmly secured in the enjoyment of all their natural and acquired rights. While the wage rate of the laborer is small, gauged by United States standards, taxation is so adjusted and revenues are so expended that the poorer laboring classes have many advantages lacking in many other islands, Puerto Rico not excepted.

The conditions in Jamaica and many other British islands not differing materially from Trinidad in regard to orderly government are not closely analogous to Puerto Rico in other respects. The inhabitants of many of these islands are principally negroes. In Jamaica, out of a population of about 700,000, only 2½ per cent are white. In Barbados about 9 per cent are white. Trinidad is the largest of all the Lesser Antilles, and, as above stated, was chosen for comparison with Puerto Rico and Santo Domingo because most of the natural and social conditions are, or were, more nearly the same as in Puerto Rico.

In regard to taxation, all the British islands are similarly administered. Each is self-sustaining and has its own export, import, and internal taxes, the same as though it were an independent government. In some of these places, where sugar was the principal reliance, the industrial and economic conditions are unsatisfactory. The United Kingdom—adhering to free trade—can supply herself with the bounty-fed sugar of continental Europe at a cheaper price than from her own colonies. As there is practically no market save the United States for sugar grown in the West Indies, that industry has greatly declined save in islands where exceptionally favorable conditions exist, and therefore business conditions are very unfavorable and unsatisfactory.

The government of Barbados differs somewhat from the usual Crown colony type. The governor and colonial secretary are appointed by the Crown. The executive council consists of the governor, the commander of the troops, the attorney-general, and the president of the legislative council, and this last consists of 9 individuals, 4 of whom are nominated by the governor from the house of assembly.

This house consists of 24 members, all elected. There is an executive committee connected with the assembly, a sort of committee of "ways and means." It introduces all money votes, prepares all estimates, and initiates all government measures. It consists of the governor, the commander of the troops, the colonial secretary, the attorney-general, the president of the executive council, and five members of the assembly appointed by the governor.

The number of qualified electors was 2,208 in 1897, out of a population of about 190,000.

The assembly, under the direction of the legislative committee, levies taxation, votes supplies, and enacts general laws. Business proceeds by bills read three times and by resolutions. Private members can move an address to the governor in legislative committee, requesting that certain acts may be done involving expenditure, or requesting that certain bills or resolutions may be presented to the assembly which involve expenditure. They may also introduce bills demanding the granting of powers to local bodies to raise loans.

They are 11 parishes or townships, each having a council of from 9 to 11 members. One member of its council is nominated by the governor and from 8 to 10 are elected members. These councils or vestries have power to levy taxes which are subject to confirmation by the governor in council. They have charge of expenditures for the poor and the church and of taxes within the parishes.

It is almost universally admitted that Great Britain has been more successful as a colonizing power than any other, and it has seemed to be profitable to study her examples of successful colonial management of peoples of almost all races. In only one marked instance has that policy been recognized as a failure. It grew out of the effort to make English colonies a direct source of profit to the Crown. Since the American Revolution this policy has been abandoned and all English possessions, save a few military stations, are now maintained and governed on a basis of self-support.

English possessions as respects the character of their government may be arranged into three classes:

First. Those that, like Canada, have a Governor-General appointed by the Crown, but have a responsible parliament.

Second. Those that, like Barbados, have a governor and an executive council to determine the general policy, but also have an elected representative legislature which ratifies and confirms the policy of the governor and his council and enacts into laws or amends the measures proposed by him and some that are initiated in the assembly.

Third. Those that, like Mauritius and Jamaica, have a governor and an executive council by whom the governmental policy is fixed and determined without reference to an elective assembly. In this case the people have practically no voice in their own governmental affairs.

Were England now holding toward Puerto Rico the position and relations borne by the United States, there is little doubt, judging from her past, that she would for the present govern Puerto Rico as strictly as she governs her Crown colonies. Nothing would be taken for granted respecting claims of capacity for establishing and maintaining home rule. The people would have to demonstrate by active practical experience their abilities for conducting a representative government—i. e., for autonomy such as Canada enjoys—before it would be accorded. It also seems certain that Spain would never have accorded autonomous government to Cuba and Puerto Rico but for the external pressure that was applied in 1895-96 and 1897.

New Mexico was held under military rule from its cession until 1850, and the Territory of Arizona dates from 1863. California had no Territorial existence, but until it became a State, in 1850, the military was recognized as the governing power. The government of Washington was military in its character until 1848, Idaho until 1863, Colorado until 1861, Dakota until 1881, Louisiana until 1812, Florida until 1822, and Wyoming until 1868. The sovereignty of Hawaii was transferred to the United States on August 12, 1898, but as Congress has taken no action respecting its future status, the island remains a dependency governed by its former laws. It has parted with its sovereignty as an independent nation, but is as yet in all other respects independent, having a duly organized government possessing the executive, judicial, and legislative branches. Import duties upon goods brought from the United States and from foreign countries are still collected, and the United States gathers import taxes upon products of Hawaii that are not free under treaty stipulations.

It is my understanding that all the islands recently acquired by cession from Spain are held as possessions of the United States, our sovereignty over them being complete and the government administered by the military.

In the Philippine Islands a state of war still exists, and but a small part of the area is within military control. In Puerto Rico there is not only no resistance to the military rule of the President as exercised through the Army, but the people welcomed the coming of the American troops with joy and enthusiasm. After the formal transfer of sovereignty by Spain, the first order issued by the commanding general directed that the island be administered and governed in accordance with local laws in all cases where they were not opposed to the military rule or to the Constitution of the United States. The island never had a civil governor, nor a legislature worthy of the name. The commanding general therefore became the acting governor, and was endowed with legislative powers. The courts were continued in their functions and municipal government was not interfered with, save that vacancies existing in the town councils were filled by appointments made by the general commanding.

The people of this island have been long and thoroughly taught an unfortunate object lesson. They have seen the island governed and exploited by a class in the interest and for the benefit of a few.

The Spanish governing element has disappeared, but their example remains. There is no lack of natives of learning and ability ready to take the place of their former masters, step into their vacant shoes, and take up the government laid down. And, having power, would they not use it as their predecessors did? So long have the people been accustomed to this kind of control and absolute subordination that the most of them would accept it as a matter of course.

There is no lack on the part of these people of pretension to all the virtues, and as beautiful theories of government as were ever propounded by the wisest statesman are put forth continuously. The cause of the brotherhood and the rights of man has as ardent expounders in Puerto Rico as could have been found in France in 1793 or in Philadelphia in 1776. There are here a few really public spirited men who appear to have ideas of government other than self-seeking, but the number is very small. Were the mass of the inhabitants educated and possessed of some conception of the duties of citizenship and experience in civil government their immediate endowment with rights and privileges equal to those enjoyed by our own citizens would be

gladly recommended. But in view of the profound illiteracy of 85 per cent of the people, of their total unfitness to exercise the elective franchise, of the corruption and maladministration that now characterize the affairs of many municipalities, and of the misuse that would almost certainly be made of political power by those who would inevitably secure it, I can not find warrant or justification for a recommendation to now vest Puerto Rico with the faculties and power of self government—an investiture that I think should be withheld until there shall have been a plain demonstration of their competence to exercise it. When they govern municipalities well they may have larger duties devolved upon them.

There are very learned and able men in both parties, and their profession of principles and political platforms would receive warm commendation by the most ardent patriot. But I have no knowledge of any country where Latin-Americans, released from arbitrary control, have established well-ordered representative institutions within a generation succeeding their liberation, and there are to-day many unfortunate illustrations of their incapacity to do so in countries which have been independent for sixty or seventy years. History tells us that usually in Spanish-American republics there is a revolution or civil war at intervals of a few years, except when despotic use of power has prevented it. In vain have I diligently sought for a reason justifying a confidence that Puerto Rico would be able to make a better record.

There is one fortunate circumstance, and it certainly warrants some hope that the latent animosities and tendency to do as others of their race have done would be restrained in this island. Puerto Rico, unlike Dominica, Haiti, and Venezuela, and many other republics, never was, is not, and probably never will be, independent. It is now a possession of the United States and must so continue until Congress decides otherwise. Whatever government may be given to the island, it will be subject to the general control of Congress, and, having no local army or navy, it would be without the means and power to carry its local issues to the ultimate of armed repression and subjection of opponents. In other words, riot or insurrections would be suppressed. This is the balance wheel that would prevent the catastrophe which has overtaken so many other Spanish-American States newly vested with sovereign power.

But so long as the tendency to abuse of power exists—and there seems to be no doubt of its existence—the local government would probably be administered purely and solely for the benefit of those who, securing political control, would be able through customary and familiar methods to retain and misuse it.

It is with great regret that this statement is made, for the thought of continuance of an arbitrary government by the military is repugnant to the letter and spirit of our laws and institutions and to the aspirations and instincts of our people.

The knowledge which I possess of the inhabitants of this island, combined with that derived from a study of historical precedents, where failure has always followed an attempt to vest similar populations with the functions of independent or responsible government, forces me to the conviction that such investiture of Puerto Rico would be a disaster to them and to the best interests of their fair island.

The conditions here are quite unlike any that existed in the sparsely settled western territories which were acquired by purchase from France, by cession from Mexico, and under convention with Great Britain. They are unique in our history. We have no American precedent to

which we can refer as an aid to decide the form of civil government that should be set up.

Hawaii has remained more than a year without Congressional consideration of its status. It is not only not a State; it is not even in a legal sense a Territory. There seems to be no reason why it could not remain indefinitely as now. Its local municipal government is recognized by Congress and its continuance sanctioned.

But the continuance of any government enforced by the orders of a general of the Army is obnoxious to Americans, and should be replaced as soon as possible by one in which the people themselves should have a voice, and as complete control as they are capable of exercising. The people of Puerto Rico should not wish for more power than they were capable of justly and wisely exercising.

It is assumed that a long continuance of the military government is impracticable. It is unnecessary to say that this island is not now capable of carrying on such a government as Hawaii is able to maintain. The suggestion is dismissed for its abandonment by the United States to entire self-control and independence, for the Puerto Ricans do not deserve it. The island was forcibly seized, and the people had no voice in determining their own destiny. They do not wish for national independence, but instead seek final incorporation with the American Union, which it would seem they have a right ultimately to expect. This hope may be finally realized if the grave duty devolving upon us is well done and events take their natural course.

I am satisfied the island is not ready for full Territorial autonomy. Only a few desire it, and I fear that the great mass of the people feel no interest in the question of government at all, beyond the notion they had and have that with American sovereignty would come free trade and high prices for labor and produce, bringing general prosperity. They have been disappointed and loudly complain, but it seems to an observer that only stolid indifference is shown by the lower classes as to their political future. The business class is strongly opposed to Territorial government, for they see in store only maladministration and misgovernment, and taxes misapplied, if full control is now given to the natives.

Probably one-eighth of all the inhabitants are foreign. Among them there must be well on to 100,000 souls, natives of the peninsula, the Canaries, the Balearic Islands, and Corsica, nearly all of whom may wish to preserve their foreign nationality. A very large part of the mercantile and proprietor class are Spanish, and the feeling manifested toward them by the native Puerto Ricans causes the foreigners to fear that oppression and injustice would be their lot if the former should have full power. Unless foreigners here renounce their foreign nationality, and probably very few of them will do so at present, they can not take part in the civil government; but they are entitled to the protection which is guaranteed to them by treaty, and which is always accorded under the unwritten rules of international comity.

Being called upon to submit a recommendation for a governmental measure adapted to this island, I have the honor to propose the following scheme for a temporary government, to be established on ——— [date]:

PROJECT OF GOVERNMENT.

The island of Puerto Rico to be styled a *Dependency* and placed under the executive control of the President, through the Secretary of State of the United States.

I. This contemplates an organization to consist of a governor, an executive council, a judiciary, and later on a legislative assembly.

II. The chief executive of the dependency to be the governor, reporting direct to the Secretary of State of the United States.

III. The administrative duties to be assigned to a secretary, an attorney-general, a treasurer, an auditor, a commissioner of public works, lands and agriculture, a commissioner of posts and telegraphs, and a commissioner of education.

IV. The executive council to consist of the governor, the seven above-named chiefs of administrative offices, and four other members chosen by the governor from the legislative assembly.

V. The legislative assembly to consist of thirty-five assemblymen—i. e., one from each municipality or group of municipalities, according to population, all chosen as hereinafter provided.

VI. A town council for each municipality.

VII. A comisario or commissioner for each barrio or ward.

VIII. The judiciary to consist of a supreme court, a United States Federal court, five district courts, and municipal courts.

IX. The supreme court to consist of a chief justice, two associate justices, a prosecuting attorney, a secretary, and a marshal.

X. The United States Federal court to consist of two judges, a prosecuting attorney, a clerk of the court, and a marshal.

XI. The district courts, five in number, each to consist of two judges, a prosecuting attorney, a secretary, and a sheriff.

XII. The municipal courts, one for each municipality, each to consist of a judge and a clerk.

The governor and official members of the executive council, the officers of the supreme court and those of the Federal court, all to be appointed by the President of the United States, with confirmation by the Senate.

The political division of the island to be five districts or counties, corresponding to the existing judicial districts, each composed of municipal districts and represented in the legislative assembly by seven assemblymen.

There will be seven or more municipalities in each district; if more than seven the smaller ones would be so grouped and combined as respects population that representation in the assembly would be as nearly equal as practicable.

The organic law should provide for the ultimate consolidation of municipalities into, say, 35, with population as nearly equal as may be. Each municipality to have full autonomy and its government administered by an alcalde and town council elected by popular suffrage the same as the members of the legislative assembly.

DUTIES OF THE GOVERNOR.

He would attend and preside at all meetings of the council. In case of his absence on account of illness or for other grave cause, the secretary to act as governor; and should the latter also be absent or disabled, the attorney-general to so act. The governor to pass upon and dispose of

all routine matters and correspondence, without reference thereof to the council, and also in all matters too urgent to admit of their advice being given within the time in which it would be necessary for him to act in respect thereto, but in all such urgent cases, the governor, as soon as possible, to communicate to the council the measures he may have adopted, with the reasons therefor.

The council to meet at least once each week, the day and hour being fixed by the governor. The ex-officio members present to take precedence in the order above stated, and the members appointed by the governor to take rank next below the ex-officio members, in the order in which their names appear in the order of appointment. The ex-officio members to hold office until their successors should be appointed, or during the pleasure of the President of the United States, and the appointed members to hold office during the time of the existence of the legislative assembly.

The council not to be authorized to proceed to the dispatch of any business, unless it be duly summoned by authority of the governor, and at least six of the members, exclusive of the governor or presiding officer, are present throughout the whole sitting.

A clerk for the council, appointed by the governor, to be required to keep a true and exact journal, or minutes, of all the proceedings, and for this purpose to be allowed the necessary clerical assistance; and at each meeting the proceedings of the meeting last held to be read over and approved or amended as the case might require, before proceeding to the dispatch of other business.

Twice a year a full transcript of all the said minutes for the preceding half year to be transmitted to the Secretary of State in Washington. All orders in council to be published in the Official Gazette.

Except in the cases above mentioned, the governor to be required, in the execution of his powers and authority, to consult with the executive council, unless he believes that the public service would sustain material prejudice by his so doing. But, if any member should in writing suggest the submission of any matter upon which the governor may have acted, or may have reserved action, independently of the council, it would be competent for that member to require that there be recorded upon the minutes the written application together with the answer of the governor to the same. In case the governor should take such independent action upon any matter, it would be his duty to immediately report the grounds and reasons for his action to the Secretary of State in Washington; and to have entered in the minutes of the council a full statement of the grounds or reasons set forth by the member or members for requesting reference to the council of the subject of the request.

The governor, upon resolution of the legislative assembly, in his discretion and with the advice of the executive council, to have the power to remit and order the repayment of any duties raised, levied, collected, and paid into the Treasury.

Subject to the review of the executive council, the governor, in his discretion and in cases of emergency, to have the power to authorize the expenditure, out of funds voted in the estimates, of a sum not to exceed \$100 at one time.

The appointment to office of all persons, whose pay or emoluments are voted by the assembly and do not exceed \$1,200 per annum, to be made by the governor with the concurrence of the executive council: *Provided*, That the secretary and the employees of the legislative assembly be appointed by the speaker of the assembly.

In cases of riot or disturbance of the peace, and in cases of imminent danger to the peace of the community, the governor, upon the recommendation of two-thirds of all of the members of the executive council, to have the power to call upon the commanding officer of the United States forces stationed in Puerto Rico for the assistance of the troops to quell the riot or disorder, and such commanding officer to be required to promptly respond to the call made by furnishing the troops called out, the facts to be immediately reported to the Secretary of State in Washington.

DUTIES OF THE EXECUTIVE COUNCIL.

The sphere of control of the council to include:

The transaction of public financial business.

The consideration of ways and means.

Advising with the governor on any measure that he may deem expedient to bring before the legislative assembly.

The conduct of public works.

The control and management of public institutions.

The initiation in the legislative assembly of money votes by bill, resolution, or otherwise.

To prepare estimates in detail of the probable expenditures and revenues of Puerto Rico for each fiscal year.

To prepare and submit supplementary estimates.

To consider all bills or resolutions passed by the legislative assembly, and to recommend to the governor his approval or veto of the same.

To execute all conveyances, leases, contracts, or documents, and to sue and be sued in the name of the Secretary.

To lease for such time and on such conditions as shall be fixed by the legislative assembly, such portion of the public property and lands, not including public lands in the control of the War Department, as may be applied to a useful purpose in the interest of the public. But all leases of such property and lands for any term more than five years, including all extensions of the same, to require the approval of the legislative assembly by formal resolution.

To publish three times in the Official Gazette all laws, resolutions, and appropriations passed and made by the legislative assembly, such publication to be a sufficient announcement of the enactment of said laws, resolutions, and appropriations.

DUTIES OF THE LEGISLATIVE ASSEMBLY.

The members of the legislative assembly to be elected for two years by popular suffrage, the elective franchise to be restricted as hereinafter provided. The elections for assemblymen to take place on the first Tuesday in April of each second year.

The first election for assemblymen to be held under the direction and control of the military governor of Puerto Rico, it to be his duty to see that orderly elections be held in all municipalities for the purpose of choosing members of the legislative assembly. Subsequent elections to be held under the direction of the governor in executive council.

The following qualifications to be required of a resident of Puerto Rico in order to vote in elections for assemblymen:

(1) To be a male, over 21 years of age, an actual resident of the municipality for at least six months and of the island for at least two years preceding the election.

(2) To be able to read and write, or else to be a taxpayer of record in his own municipality.

(3) Foreigners to fulfill foregoing qualifications, and in addition to have renounced under oath their foreign allegiance and declared their intention to become citizens of the United States (Puerto Rico?).

The assembly to meet annually on the third Tuesday in April of each year, the sessions to be numbered consecutively. The assembly to be the sole judge of the qualification of its members; to elect its own presiding officer, who would be styled and designated "The speaker" and be addressed as "Mr. Speaker." The speaker to appoint a secretary and the necessary employees.

The assemblymen to be entitled to pay at the rate of \$5 per day for forty days' continuous session in each year (not including Sundays, national holidays, and Puerto Rican feast days). If the session should be extended beyond forty days, except as above noted, no pay or emolument to be allowed for such additional time.

In case of absence from meetings of the assembly without satisfactory excuse, the assemblyman to forfeit his pay for the time of such absence.

No mileage or personal expenses to be allowed assemblymen.

A majority of the whole number of assemblymen to constitute a quorum for business. In the event that the speaker should be absent for any cause, the assembly to choose a speaker pro tempore.

The speaker of the assembly and the clerk to sign all bills and resolutions, and a committee of the assembly appointed by the speaker to deliver all such bills to the governor in executive council.

All bills or resolutions to be either approved or vetoed within ten days of their receipt by the governor in council. Should he approve the measure submitted, he would immediately so notify the house of assembly in session. Should he veto the bill, he would return it with his objections. In such case a two-thirds vote of all the members of the assembly could pass the bill over the governor's veto, and in that event it would become a law notwithstanding his objections.

The initiation by individual members of the assembly of all money appropriations—either annual, supplementary, or special—by bill, resolution, or otherwise to be forbidden, for such initiation would rest exclusively with the governor in executive council, but the house of assembly would have and exercise its undoubted and exclusive right to withhold, reduce, or grant such aids and supplies, and to direct, limit, and appoint the ends, purposes, conditions, limitations, and qualifications of such grants, aids, and supplies, but it would not be competent for the house of assembly to increase any of the items or the aggregate of any estimates submitted by the governor in executive council.

The right of individual members of the house of assembly to introduce any bill, resolution, or any other measure of legislation is not to be prevented, impeded, or restricted, provided such bill, resolution, or measure of legislation does not create any charge upon the revenues of the island or in terms provide for the expenditure of public money.

All laws would be styled "ordinances," and the enacting words to be "Enacted by the governor of Puerto Rico, with the advice and consent of the legislative assembly thereof."

Legislative business to proceed by bills, read three times, and by resolutions. Individual assemblymen to move an address to the governor in executive council requesting that certain acts be done. They would also introduce bills providing for the granting of powers to municipal bodies to raise loans.

The legislative power to extend to all rightful subjects of legislation, not inconsistent with the Constitution of the United States locally

applicable: no private charters, franchises, privileges, or immunities to be granted without the authority of the Congress of the United States. The assembly to be able, by special acts, to permit persons to associate themselves together as corporate bodies for general manufacturing, agriculture, and other industrial pursuits, and for conducting the business of insurance, savings banks, banks of discount and deposit, but not of issue, loan, trust, and guaranty associations, cemeteries, railways, wagon roads, vessels, irrigation ditches, colleges, churches, seminaries, libraries, and divorces. No loan to be raised that would make the total indebtedness of the dependency more than 7 per cent of the value of the taxable property. No loan to be authorized that would exceed in any one year 1 per cent of the taxable property.

It would be within the power and authority of the President of the United States to disallow, repeal, alter, or annul any order of the governor in council, and any law or ordinance passed by the assembly; such disallowance, repeal, alteration, or amendment to take effect from the time when the same shall be promulgated in Puerto Rico.

The duties of the heads of administrative offices would comprise, for—

The secretary.—To see that all proceedings of the executive council be properly kept, and all executive orders, as well as all laws and resolutions passed by the assembly, be duly promulgated.

To furnish the Secretary of State of the United States, the President of the Senate of the United States, and the Speaker of the House of Representatives of the United States one copy each of all such laws and orders.

To furnish the Secretary of State of the United States a copy of the minutes of proceedings of the executive council.

To act as governor in case of the death, disability, or absence of the executive.

To have charge of all correspondence with municipal town councils and of all consular correspondence.

To furnish to the governor an annual report upon the general condition of the dependency; and to perform many other duties, not necessary to specify, that would also devolve upon him.

The attorney-general.—To perform the ordinary duties of that office as is customary in the States of the Union; also to have general authority and supervision over all prisons and penitentiaries, and over notaries and escheat of lands.

In case of the death or disability of both the governor and the secretary, to act as governor.

The treasurer.—To have supervision of all matters respecting taxes and the collection of the same, licenses, corporations, copartnerships, trade statistics, newspapers, conveyances, patents, trade-marks and labels, bonds of fidelity, etc.

The auditor.—To have control of all matters respecting the auditing of accounts and the expenditures of public funds.

The commissioner of public works, etc.—To have supervision of all public works, pounds, weights and measures, buildings and building regulations, explosives, eminent domain, markets, parks, cemeteries, pilots, harbor police, quarantine establishments, light-houses, buoys, harbor lines and police, the leasing of lands and buildings, mines, agricultural experiment stations, etc.

The commissioner of postal service and telegraphs.—To have charge of these services throughout the island.

The commissioner of education.—To have supervision over all matters concerning public instruction in Puerto Rico.

The appointment and employment of all persons whose salary or compensation is less than \$1,200 per annum would be in the discretion of the heads of departments in which those persons should be employed, but the rates of compensation of all officers and employes appointed by the President would be fixed by him, while the rates of compensation of all other officers and employees would be fixed and determined by the assembly; provided, always, that the salary of no such officer or employe would exceed that recommended by the executive council.

There would be a quarantine officer, presumably appointed by the President and working under the general supervision of the Marine-Hospital Service.

The expectation is that the number of municipalities would be reduced to thirty-five, corresponding to the number of assemblymen; but should that result be not attained, then the combined vote of two or more of the smaller municipalities would be necessary to choose an assemblyman.

Of course the above is but an outline of the proposed government. To supply the requisite verbiage and to put the whole into chapters and sections would require much time and further study. I have attempted to give only the framework.

The degree of autonomy or home rule that this project contemplates is very much broader than that accorded now to the English Crown colonies, and approaches to that accorded to Canada, Australia, New Zealand, and the Cape Settlements. It provides for as large a measure of self-government as the Puerto Ricans are capable of using wisely. When it is demonstrated by a few years of experience—if it should be—that these powers can be wisely extended, it will be easy to broaden them, and such extension will be very much easier than later to curtail and restrict them.

While this proposed scheme bears some resemblance to that under which some English colonies are now administered, there are many points in which it differs. The bill "To provide a territorial government for Hawaii," printed in Senate Document No. 16, Fifty-fifth Congress, third session, supplied some features which have been incorporated, but as a whole it does not bear a very close resemblance to any existing system of government.

This proposition contemplates a civil government pure and simple, the military remaining here returning to the duties they perform in the States and Territories of the Union and only intervening in local affairs when, under dire necessity, called out by the Executive, as has often been done in the States of the Union.

The question of salaries is left to be worked out when and if the general project should be deemed worthy of further consideration by the Department or by Congress, but, excepting the governor, no official should receive more than \$4,000 per annum.

Regarding general legislation by Congress, it is recommended that the trade between the United States and the island be left as free as possible, and that the customs revenues collected here be left to the island temporarily as an income for local expenditure. As soon as a new local internal-revenue tax law can be framed and put into operation, the custom-house collections would inure to the General Treasury, but for a few years it will be very difficult to balance the budget without this aid.

The proposition is to make the island self-supporting, and to maintain all services here, including posts and quarantine, as a charge against local revenues; to extend the existing wagon roads and rail-

roads; to build hospitals, schools, and asylums; to deepen the harbors; to extend or create dock facilities; and to foster and promote the general welfare by utilizing for this purpose all available resources as well as the proceeds of wisely-placed loans.

In the foregoing project of civil government I have suggested the three coordinate branches—executive, legislative, and judicial—proposing ultimately to include in the legislature a lower house or assembly, but I do not wish to be understood as proposing the immediate creation of this body, and this for reasons stated in the preceding pages. For the present the governor and executive council should control legislation. When experience shall have shown that the people comprehend the gravity of the duties and obligations of self-government will be soon enough to establish the lower house.

I have previously referred to the special merits and able assistance in the discharge of civil duties rendered by Maj. John Van R. Hoff, chief surgeon of the Department, and Maj. Charles H. Heyl, inspector-general. It is but due to Maj. A. C. Sharpe, acting judge-advocate of the Department, that I should place upon record my sense of official and personal recognition of the services of this very able officer. His knowledge of civil and criminal law has been of the utmost importance.

Capt. George T. Langhorne, Twenty-seventh U. S. Volunteer Infantry, has been with me as an aid during the time of my command here. He has rendered very valuable services and this official recognition of them is his due.

Lieut. Col. William P. Hall, the adjutant-general of the Department, has acted as chief of staff, and intelligence and ability have characterized his services.

In closing, attention is invited to a quotation from the report to the President of the Hawaiian commissioners, dated December 2, 1898, printed on pages 17 and 18 of Senate Document No. 16, Fifty-fifth Congress, third session. It is as follows:

Much has been said to the effect that the policy or scheme of government for the Hawaiian Islands will be taken and accepted as an index or precedent to be followed in the plan of government of Puerto Rico and the Philippines.

* * * * *

It can not be said that the Puerto Ricans or the Filipinos are at all familiar with our system of government, or with any other based on the principles of liberty.

The underlying theory of our government is the right of self-government, and a people must be fitted for self-government before they can be trusted with the responsibilities and duties of free government.

These remarks are made to negative the idea that, because the people of Hawaii can, in the judgment of the commission, be consistently given self-government to an extent almost equaling that given the people of the United States, it can be safely inferred that other insular possessions that the United States have, or may acquire by treaty with Spain, can be granted equal freedom in government.

Very respectfully, your obedient servant,

GEO. W. DAVIS,
Brigadier-General, U. S. V., Commanding.

The ADJUTANT-GENERAL OF THE ARMY,
Washington, D. C.

CIRCULAR.

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, P. R., August 15, 1899.

It is due to the people of Puerto Rico that the commanding general, who also exercises the functions of military governor, should make public announcement of the general features of the policy he is pursuing and intends to pursue touching the affairs of government in this island.

The present military governor has devoted the three months of his residence here to a study of those more important and engrossing problems of government and administration that came before him. He has spared no pains or effort that would facilitate his task, one that presents many difficulties.

While an arbitrary government over any territory included within the United States is not contemplated by the American Constitution and laws, under those laws it is impossible to supply any other form of governmental control than the military over territory conquered by the arms of the Union until Congress shall by suitable enactment determine and fix a form of civil government for such conquered territory.

Under the American Constitution the whole theory of government is based on the principle that the people themselves are to make and enforce their own laws. It has been the practice of the military governor to endeavor by every practicable means to learn the views and wishes of the people themselves respecting those measures that have been suggested, or that he has proposed to institute, looking to the adaptation of the system of laws and administration of this island to the one which, judging from the past, Congress may be expected to enact for Puerto Rico.

It is the unanimous recommendation of the ten members of two advisory boards on governmental reforms—composed exclusively of distinguished citizens of Puerto Rico—that as regards the present organization of the civil branch of the military government, the system existing ought to be radically changed in some respects.

The military governor has also taken counsel with many other public men, who are well known as distinguished for intelligence and patriotism, and during his residence in the island he has very patiently and earnestly studied the subject of administrative reforms. His hope, which corresponds to that of all the people, looks to an organization that may, as nearly as possible, correspond to the one which in due course of time—a time which all hope is close at hand—may be instituted in Puerto Rico by Congressional enactment.

The changes that have already been made, and those now intended, should supply for the island, until otherwise provided by Congress, a form of government resembling, as respects the superior branches, the territorial form heretofore applied in the United States to those portions of the national domain in a transition stage or one preparatory to full statehood and membership in the National Union.

The territorial government, should such be organized by Congress, might be expected to consist of a governor, a legislature, a judiciary, a secretary of state, an attorney-general, a treasurer, an auditor, a bureau of public works, a bureau of agriculture, a board of prisons, a board of health, a board of charities, and a few minor branches.

The judiciary may be expected to consist of a supreme court, district or circuit courts, and primary or probate courts, there being a circuit court for each judicial district.

The political divisions in the island would, following United States practice, be counties or provinces, and towns or municipalities.

The government proper would consist of three coequal though interdependent branches, viz, the executive, the legislative, and the judicial.

All administrative officers and heads of boards and bureaus would report direct to the governor.

As Congress has as yet taken no measures or action respecting Puerto Rico, the supreme government is, under the Constitution, vested in the President of the United

States, as commander in chief of the Army and Navy. He has designated a general officer to represent him and to perform the functions of civil governor.

As the Spanish system of administration, which has long prevailed in Puerto Rico, is unknown to United States law, and as some of the statutes found in force in Puerto Rico are in conflict with the provisions of the American Constitution, it has been found to be necessary to modify or repeal some of those statutes, and this has been done by order of the military commander of the island, as representing the President of the United States; but the changes have never been made without the fullest consideration, and always on the advice of leading Puerto Ricans, irrespective of party.

Every step taken by the commanding general in changing the existing order of things has for its ultimate, and indeed its primary, object, the adaptation of the laws and administration to suit the change that must soon come and which all desire; that is, complete territorial autonomy. Several important orders have been issued of great import, and among those relating to superior administration and the judiciary are:

- (1) The announcement by General Brooke, on October 18, 1898, that the laws of the land not in conflict with the Constitution of the United States would be enforced.
 - (2) The abolition of the court of appeals by General Brooke.
 - (3) Continuation of the council of secretaries as constituted October 18, 1898—order by General Brooke.
 - (4) Abolishing the provincial deputation by General Brooke.
 - (5) Dissolution of the council of secretaries by General Henry.
 - (6) Appointment of heads of department in the civil government by General Henry.
- And the following by General Davis:
- (7) Instituting writ of habeas corpus.
 - (8) Creating a board of prison control.
 - (9) Appointing a United States provisional court and authorizing trial by jury.
 - (10) Appointing a superior board of health.
 - (11) Discontinuing the secretary of justice and delegating some of his duties to a judicial advisory board and to the courts; also establishing the independent judiciary.
 - (12) Reorganizing the judiciary on recommendation of the judicial board.

The effect of the orders issued and of the changes resulting therefrom tends directly to harmonizing the existing system and that to come with territorial autonomy, should such be enacted by Congress. Then the military governor would give place to a civil governor, the solicitor-general to an attorney-general; the judicial board would disappear, and the courts would be supreme in their respective spheres. The provisional United States court would be replaced by a court created by Federal legislation.

The governor would have a legislature—senate and house of representatives—to regulate his actions, to make laws for the people, and to control expenditures. The treasurer, auditor, and various bureau chiefs all reporting directly to the governor, and indirectly to the legislature, would continue. But another change is necessary to carry forward the transformation and adapt it to the system which all thinking men expect and desire.

There are now provided a department of the treasury, a department of the interior, and a department of state, each with its respective head. The functions of the secretary of the treasury relating to the disbursement of funds have been committed to a treasurer and an auditor. The most important function now remaining to the secretary of the treasury is the oversight of the collection of internal revenue. Ultimately this branch of public service will also devolve upon the treasurer; but that officer is not yet ready to assume the duty of assessment and collection of internal taxes. An internal-revenue bureau must therefore be maintained for the present under supervision of native and military officials.

Complete autonomy for municipalities is very greatly to be desired and is intended to be instituted as rapidly as possible, the government of the towns to be as independent as they are in the United States. But at present a bad economic state exists in many municipalities. Some are heavily in debt and have no visible means of liquidating their obligations; large sums of money in the form of uncollected taxes are owed in nearly all the municipalities; to meet current expenses some of them propose extraordinary taxes that are not now authorized by law; in many municipalities there are mayors and councilmen who have not been elected by the people, and complaints against town administration are numerous.

All the towns need assistance to extricate them from their difficulties, and for this help their appeals are very numerous. They need public improvements in shape of schoolhouses, hospitals, almshouses, water supply, sewers, and a great many other accessories to efficient town administration. For these reasons it is necessary to maintain a municipal bureau in the insular government so as to keep it in close touch with the times and the people.

A beginning has been made at one place in supplying local self-government to the inhabitants. This is to be repeated in other towns and elections held in all of them as rapidly as possible; but this requires attention and supervision from the central government.

There are two prominent political parties, each striving for mastery, and partisan feeling runs at high tide. A defeated party at an election is sometimes carried away by prejudice. Those who are unsuccessful sometimes assert that their party is unfavorably discriminated against or is unjustly treated. Honest and intelligent supervision of these elections is necessary; and this can only be supplied through public-spirited and honest Puerto Ricans assisting the military government.

An official exercising functions such as usually devolve upon a secretary of state will be necessary for reasons stated.

The bureau of education, which regulates the affairs of a branch of the public service of the utmost importance to the people, and especially to the rising generation, has been separated already from the department of the interior and reports direct to the military governor as it should later report to the civil governor and to the legislature.

The bureau of public works is a technical branch of the service, and in all our States reports direct to the governor. Of the same character is the bureau of agriculture.

It results from the foregoing that the necessity ceases for retaining the separate departments that have been presided over by able officers, collectively called "The cabinet;" and it follows that the departmental organization should cease to exist, and announcement to that effect is now made.

A very considerable proportion of the population calls for the institution of changes that may confer self-government and full autonomy. It is believed that the course being pursued will lead directly to that end by the most expeditious means possible.

When the municipalities or towns shall have demonstrated their capacity and ability to govern themselves as do all orderly and law-abiding communities, the first and most important advance toward insular autonomy will have been taken. In the absence of Congressional legislation it is the wish and intention of the military governor to rapidly furnish an opportunity, through carefully and honestly regulated elections, for the municipalities to govern themselves, and for all towns to have absolute freedom from superior restraint as soon as their governments are carried on in accordance with principles of law, equity, and absolute justice.

The files in the office of the commanding general are now full of complaints alleging dishonest, corrupt, and unlawful municipal administration in many towns. Investigations made by impartial officers have unfortunately justified the complaints in many cases. The law-abiding people of Puerto Rico can not expect or wish that the military government should cease and the towns be left in the chaos in which some of them were and, it is feared, still continue.

A general plan for municipal elections has been resolved upon by means of which educated men and business interests of the island may have expression. This has been explained to the accredited leader of each of the political parties, and both of these gentlemen have assured me of their hearty approval and support of the proposal to hold municipal elections in the manner indicated. If all their adherents will act according to the dictates of justice and equity, it is intended there will soon be installed in all the towns municipal governments really representing the will of the people.

It is probably beyond the power of man to devise and to carry into execution an election law that is absolutely free from defects, and that in its application may be shown to be perfect; but the adage should always be remembered, that "To err is human, to forgive divine." Each of the parties clamors for municipal elections and autonomic government of towns. The military governor has no doubt that each of these parties, in the strife for the political mastery, will govern all its actions by a high sense of duty and will resort to no methods or acts that will in the slightest degree tend to discredit themselves, their respective parties, and their beautiful island.

When all the municipalities shall have happily reached a firm basis, when justice and right shall reign supreme, and local affairs are honestly administered, the problem of the future government of Puerto Rico will have been solved; for the next step, an insular legislature, should be an easy one, and the civil functions of the military commander should cease.

The military governor can not accomplish the objects for which he comes here without the cordial support of the people. Were he able to do this without their help, it would be a miracle. His best and most earnest efforts will be directed to the difficult task of making ready this island for a territorial régime when Congress shall be ready to enact it.

The industrial and economic condition of the people is now in a very sad state, but not only is it far from hopeless—it is instead full of promise.

It is the earnest hope of the undersigned, and it is also his expectation, that the tariff and trade laws now prevailing will soon be materially changed so that an impetus may be given to industrial development and remunerative labor found for the unemployed.

If all classes of the inhabitants, native and foreign, will work together for the common good, Puerto Rico should soon be the gem of the Antilles—the best governed, happiest, the most prosperous island in the West Indies.

GEO. W. DAVIS,
Brigadier-General, Commanding.

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GENERAL ORDERS, 1898 AND 1899.

[Nos. 1-21 issued by General Brooke.]

General Orders, }
No. 1.HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, October 18, 1898.

I. In compliance with the orders of the President, the undersigned hereby assumes command of the Department of Puerto Rico.

II. For the convenience of military and civil administration the Department of Puerto Rico is divided into two geographical districts, as follows:

III. The District of Ponce, the limits of which include the jurisdictions of Aguadilla, Mayagüez, Ponce, and Guayama. Brig. Gen. Guy V. Henry, United States Volunteers, is assigned to its command, with headquarters at Ponce.

IV. The District of San Juan, the limits of which include the jurisdictions of Arecibo, Bayamón, Humacao, and adjacent islands. Brig. Gen. F. D. Grant, United States Volunteers, is assigned to its command, with headquarters at San Juan.

V. District commanders are responsible for the supply, health, efficiency, and discipline of their commands as provided by Army Regulations and orders, and are authorized to make or direct such inspections as are necessary to promote those ends.

VI. Under no circumstances will the criminal courts of Puerto Rico, or its adjacent islands, exercise jurisdiction over any crime or offense committed by any officer or soldier belonging to the Army of the United States, or any retainer of the Army, or person serving with it; nor over any crime or offense committed on either of the same by inhabitant or temporary resident of the territory. In such cases jurisdiction is vested in courts-martial or military commissions.

VII. District commanders are also charged with maintaining peace and good order among the inhabitants within the lines of their districts, but need not confine themselves to these lines in the pursuit and arrest of offenders if occasion demands. The protection of life and preservation of property will receive their special attention, and they will exact from subordinate commanders zealous activity in the performance of every duty connected with civil, as well as military, administration.

VIII. The cession of Puerto Rico, with its adjacent islands, to the United States has severed the political relation of the inhabitants thereof with the Kingdom of Spain, and until Congress acts the President of the United States, as Commander in Chief, has placed the newly acquired territory under military government, which is absolute and supreme; but wherever the inhabitants yield obedience to the civil representatives of law and order it is not intended that the military shall intervene.

Wherever obedience to law and order is not thus rendered the military will sustain the civil authority with armed force to secure the prompt arrest and punishment of malefactors.

IX. The provincial and municipal laws, in so far as they affect the settlement of the private rights of persons and property and provide for the punishment of crime, will be enforced, unless they are incompatible with the changed conditions of Puerto Rico, in which event they may be suspended by the department commander. They will be administered substantially as they were before the cession to the United

States. For this purpose the judges and all other officials connected with the administration of justice who accept allegiance to the United States will administer the laws of the land as between man and man; but in cases of the nonacceptance of such allegiance or malfeasance in office, or for other cause, the department commander will exercise his right of removal and the appointment of other officials. To aid in executing the provincial and municipal laws the present local constabulary and police will be preserved as far as practicable and necessary, provided their allegiance to the United States is assured.

X. The freedom of the people to pursue their customary avocations will not be abridged. Private property belonging to individuals or corporations, and all public property and buildings belonging to the United States and the provincial government or municipalities, and all school buildings, churches, and houses devoted to religious worship must be protected.

JOHN R. BROOKE,
Major-General, Commanding.

General Orders, }
No. 4. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, October 27, 1898.

I. The royal decree of the Government of Spain, dated July 26, 1898, concerning judicial limitations, is from this day abolished; it being understood, however, that this does not invalidate the effects resulting from its application during the time it was in force as to annulment of sentences, judicial proceedings, and findings, which exclusively appertain to the courts and judges in each case.

II. From and after the date of this order the use of all stamped paper and stamps of every kind and character whatsoever heretofore required by Spanish law will be discontinued in Puerto Rico and its adjacent islands, and all documents, titles, bank checks, and papers of every kind and character will have legal effect in Puerto Rico and its adjacent islands without the use of said stamped paper and stamps.

III. The tribunal known as the court of appeals (*contencioso administrativo*) is hereby abolished, and the duties and functions of the said court are transferred to the supreme court of justice.

By command of Major-General Brooke:

M. V. SHERIDAN,
Brigadier-General, U. S. V., Chief of Staff.

General Orders, }
No. 8. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, November 4, 1898.

As the laws that were in force in Puerto Rico and its adjacent islands are to be continued in force as long as they are compatible with the military government now administering the affairs of Puerto Rico and its adjacent islands, the relations that heretofore existed between the local or inferior centers of public administration and the council of secretaries must also be preserved; so, then, it is directed that each local or inferior center send to the secretary to which it appertains the class of business of which he has heretofore had charge, in order that the said secretary may lay such business before the department commander for his action.

By command of Major-General Brooke:

M. V. SHERIDAN,
Brigadier-General, U. S. V., Chief of Staff.

General Orders, }
No. 11. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, November 9, 1898.

The rules and regulations heretofore in existence, and governing importation of merchandise of every description and class, will be continued in force, and collectors of customs will not admit the entry of any merchandise except such as is consigned to merchants matriculated as importers (*comerciantes importadores*).

By command Major-General Brooke:

M. V. SHERIDAN,
Brigadier-General, U. S. V., Chief of Staff.

General Orders, }
No. 12. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, November 12, 1898.

I. With the exception of such taxes as have been expressly abolished by the major-general commanding the department all imposts established in this island by the Spanish Government, and especially the territorial tax levied on rural and town property, on cultivation and cattle growing, and on industry and commerce, shall continue in force as heretofore until otherwise determined, as also the regulations issued for their assessment and collection.

II. The secretary of finance and other officials and agents charged with the collection of said taxes shall proceed at once with the greatest diligence to collect them, instituting the necessary proceedings for the collection of those due, or in arrears from last year, these funds being absolutely needed to defray the manifold expenses of the civil administration which is now under military direction.

The major-general commanding hopes that, without having to resort to extreme measures, taxpayers and officials alike will hasten to perform their duties, thereby avoiding the attending losses and responsibilities.

By command of Major-General Brooke:

M. V. SHERIDAN,
Brigadier-General, U. S. V., Chief of Staff.

General Orders, }
No. 16. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, November 26, 1898.

The ordinance of July 4, 1885, promulgated by Royal Decree No. 301, of same date, creating the tax known as royal dues on conveyance of property, as also the additional tax imposed by article 7 of the budget act of 1893-94, upon property transferred, either as free gifts in life, or by reason of death, inheritance, and legacy, are hereby abolished.

Hereafter all contracts shall be exempt from aforesaid taxation, and no tax, therefore, shall be levied on property of any description upon the transfer of title and possession thereof, whether by virtue of inheritance, contract, or any other title whatsoever.

This order will be carried into effect from the date of its publication in the Official Gazette of Puerto Rico.

By command of Major-General Brooke:

M. V. SHERIDAN,
Brigadier-General, U. S. V., Chief of Staff.

General Orders, }
No. 17. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, November 29, 1898.

I. The existence of the body known as the "diputacion provincial" being considered as wholly unnecessary and incompatible with the present administration of public affairs it is hereby discontinued and abolished. The responsibilities as well as the duties heretofore performed by the said "diputacion provincial" are distributed and assigned as follows:

II. The secretary of state (secretario de gobernacion) will take charge of all matters appertaining to charitable institutions, public health, and of the examination of accounts which were formerly in charge of the "diputacion provincial."

III. The secretary of the interior (fomento) will have charge of all matters relating to public works and education that were formerly in charge of the "diputacion provincial."

IV. The secretary of finance (hacienda) will have charge of the now existing assets and liabilities of the "diputacion provincial," the collection of all its claims and the liquidation of all its debts.

V. A commission is hereby created consisting of Juan Hernandez Lopez, secretary of justice, president; Ramon Mendez Cardona, assistant secretary of finance; Francisco de Paula Acuña, attorney of supreme court; Manuel Camuñas, assistant secretary of state, whose duty it shall be to ascertain the assets and liabilities of the "diputacion provincial," to receive all its property and to distribute the same among the different departments of the government as mentioned above. The commission will meet at the call of the president.

By command of Major-General Brooke:

M. V. SHERIDAN,
Brigadier-General, U. S. V., Chief of Staff.

General Orders, }
No. 18. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, December 1, 1898.

I. The royal subdelegation of pharmacy is hereby abolished.

II. Until a university is established in Puerto Rico, the courses and examinations necessary for a diploma in pharmacy will be in charge of the institute of higher education.

III. The fees for examination and diplomas will be the same as were charged by the subdelegation of pharmacy.

IV. From February next the degree of bachelor will be required for matriculation in pharmacy.

V. As in the case of the degree of bachelor, that of pharmacist may be obtained by private tuition, provided it be shown by yearly certificates that the candidate has, during three years, gone through a practical course of studies in a registered pharmacy.

VI. The institute of higher education will take charge of the archives of the subdelegation of pharmacy.

By command of Major-General Brooke:

M. V. SHERIDAN,
Brigadier-General, U. S. V., Chief of Staff.

General Orders, }
No. 19. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, December 2, 1898.

I. The full bench of the supreme court of justice, consisting of seven magistrates, including the president, shall hear all the appeals pending decision, as well as those that may hereafter be established and are authorized by the laws of civil and criminal procedure, which, under the Spanish régime, devolved upon the supreme court of Madrid, whose jurisdiction regarding this island ceased by virtue of the peace protocol.

II. In cases of incompatibility, vacancy, or absence, the incumbent magistrates shall be substituted by the assistant or vice magistrate, and in default of these, by the primary court judges of the capital.

III. Causes where the death penalty has been demanded will be heard and decided by a bench composed of three full magistrates and two assistant magistrates, and in default of these, by the primary court judges of the capital, provided there be no incompatibility.

IV. The appeals forwarded to and still pending decision at the aforesaid supreme court of Madrid shall be claimed through diplomatic channels without detriment to the action taken for that object by the parties concerned, and upon their return shall be transferred to the hearing of the supreme court of justice.

V. The exposition or report referred to in article 948 of the law of criminal procedure in cases of death penalty shall be addressed to the secretary of justice, in order that he may propose, should he deem it equitable, commutation of the penalty to the military commander, Department of Puerto Rico.

VI. In like manner the supreme court of justice shall hear the appeals which, under the late régime in administrative matters, devolved upon the supreme court established for the purpose at Madrid.

By command of Major-General Brooke:

M. V. SHERIDAN,
Brigadier-General, U. S. V., Chief of Staff.

General Orders, }
No. 20. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, December 3, 1898.

The college of lawyers (bar association) is hereby reestablished in the manner prescribed by its former statutes, authorized by royal decree of May 28, 1838, in so far as these are not opposed to the sovereignty and Constitution of the United States, such provisions of the "compilation" of January 5, 1891, as are contrary to said statutes being abolished.

The secretary of justice is intrusted with the details for the execution of this order.

By command of Major-General Brooke:

M. V. SHERIDAN,
Brigadier-General, U. S. V., Chief of Staff.

General Orders, }
No. 21.

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, December 4, 1898.

From and after this date the granting of exclusive fishing privileges in the streams, rivers, bays, inlets, and other waters of Puerto Rico and its adjacent islands will be discontinued, and the right of fishing in the said waters will be absolutely free; but all persons who enjoy said free privileges will be subject to the common and statute laws which govern fishing in said waters.

By command of Major-General Brooke:

M. V. SHERIDAN,
Brigadier-General, U. S. V., Chief of Staff.

[Nos. 27 to 39 issued by General Henry.]

General Orders, }
No. 27.

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, December 8, 1898.

It having become evident that the civil courts can not, owing to their slow process and the overcrowded state of their dockets, act with sufficient promptness against the bandits who are still committing crimes of arson and murder on the island, there not having been as yet a single conviction in such cases, and an immediate example being necessary, military commissions will be appointed for the trial of such cases as may be properly brought before them.

By command of Brigadier-General Henry:

W. V. RICHARDS,
Assistant Adjutant-General.

General Orders, }
No. 35.

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, December 26, 1898.

The following order of the President of the United States is published for the information and guidance of all concerned:

"Until otherwise ordered, no grants or concessions of public or corporate rights or franchises for the construction of public or quasi public works, such as tramways, railroads, telegraph and telephone lines, waterworks, gasworks, electric-light lines, etc., shall be made by any municipal or other local governmental authority or body in Puerto Rico, except upon the approval of the major-general commanding the military forces of the United States in Puerto Rico, who shall before approving any such grant or concession be so especially authorized by the Secretary of War."

This order will be distributed to all alcaldes, who will be governed by it in the several municipalities. Projected or intended improvements submitted by individuals or companies requiring franchise will be received by the councils and forwarded with recommendation to these headquarters for the action of the department commander.

By command of Major-General Henry:

FRANK MCINTYRE,
First Lieutenant, Nineteenth Infantry, Acting Assistant Adjutant-General.

General Orders, }
No. 37.

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, December 28, 1898.

I. A board of health is hereby constituted at San Juan, to be composed as follows:
1. Capt. L. P. Davison, Fifth Infantry, president of board, executive officer, and sanitary inspector of the island.

2. The health officer of the port.

3. The health officer of the city.

4 and 5. Two members of the city council, to be selected by that body, one member having special interest in and knowledge of street cleaning, policing, etc.; the other member of public works, water supply, sewerage, etc.

II. District commanders will have similar boards organized in their towns. In the absence of troops the alcalde will be the head of the board, the number of councilmen can be reduced to one, and at towns not on the sea the health officer of the port will be omitted.

These boards will gather vital statistics and other information and recommendations, which they will furnish to the board at San Juan.

The latter board will keep the department commander informed of all matters needing his attention.

III. The board at San Juan will formulate regulations governing sanitary surroundings; overcrowding of buildings; policing of houses inside, front, and rear; throwing of refuse matter of any kind into the street or on the ground; proper clothing of men, women, and children, or exposure of person, and fix a fine for the violation of such regulations, said fine to be collected and turned into the municipal treasury for charitable purposes.

In event of failure to pay this fine, an imprisonment of a number of fixed days will be imposed and carried out by each alcalde.

The regulations fixed by the board at San Juan to govern at other places as well will be complied with and any failure to carry out its orders will be reported so that other action may be taken.

By command of Major-General Henry:

FRANK MCINTYRE,

First Lieutenant, Nineteenth Infantry, Acting Assistant Adjutant-General.

General Orders, }
No. 39. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, December 30, 1898.

In order to cheapen the cost of bread and fresh meat consumed in the island, encourage competition among dealers, and place said necessities within reach of the poorer classes, the following rules are established to go into effect from January 1, 1899:

1. The industry of making and selling bread is hereby declared free from all municipal taxation in this island.

2. The sale of beef, pork, or mutton shall henceforth be entirely free in this island and no taxes, whether direct or indirect, shall be levied upon same by the municipalities thereof.

3. All industries based upon the sale of meat, such as those of victuallers, butchers, slaughterhouses, and any others, are also exempt from all municipal dues.

4. Absolute freedom is likewise granted for the establishment of meat stalls in the towns and rural districts.

5. The foregoing rules shall have no limitations beyond the proof of ownership of the animal to be slaughtered.

6. The alcalde in the towns or the delegates of the municipal corporations in the rural districts shall inspect the live animal, ascertain if it corresponds with the description on the owner's register, seal and file same, and authorize the slaughter.

7. Where doubts arise as to the healthy condition of the animal intended for slaughter, a physician, veterinarian, or expert, previously appointed for the purpose, shall be called to decide the matter.

8. In order to make up for the reduction in municipal receipts occasioned by the above exemptions, municipal corporations are hereby authorized to issue licenses for the sale of all liquors, cigars, cigarettes, smoking and chewing tobacco, in whatsoever shape or form.

9. The following schedule or tariff of taxation on liquors and tobacco is proposed to the municipal corporations, which tariff may be modified to meet the requirements of their respective localities:

For every liquor or tobacco store or stand in towns of from—

5,000 to 10,000 inhabitants	\$50.00
10,000 to 15,000 inhabitants	60.00
15,000 to 20,000 inhabitants	70.00
Above 20,000 inhabitants	80.00

10. No establishment whatever shall be allowed to sell articles subject to license, unless furnished with the latter.

11. In case the receipts from licenses for the sale of liquor and tobacco should fail to make up for the deficiency resulting in the budget, municipal corporations shall adopt such measures of economy as they may judge advisable and are compatible with the law, in order to cover said deficiency.

12. Municipal corporations are hereby authorized to increase the value of above licenses when issued to wholesale dealers in liquors and tobacco.

Failure to pay the required tax will result in payment of fines which shall be double the tax, and if necessary, besides, the closing of the establishment and imprisonment of the offender.

It is hoped that this taxing of sales of liquors may have the effect of closing a number of saloons and taking temptation to drink away from the inhabitants, a vice

of the island which tends to demoralize its people, cause misery and suffering to the innocent, and interfere materially with moral progress, upon which depends the success of any nation.

By command of Major-General Henry:

FRANK MCINTYRE,

First Lieutenant, Nineteenth Infantry, Acting Assistant Adjutant-General.

NOTE.—General Orders, No. 39, are the last of the series for 1898.

[Nos. 1 to 58, issued by General Henry.]

General Orders, }
No. 1. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, January 3, 1899.

I. In accordance with orders from the postal department no mails of municipalities will be transmitted without proper postage.

No mail will be admitted free unless inclosed in a regular official penalty envelope.

II. The orders requiring vaccination throughout the island will be executed in all municipalities. Boards of health will report failure to obey these orders, and alcaldes will see to the punishment by fine or imprisonment of persons who fail to comply with orders of the board of health.

III. The municipality of Hormigueros having, by a vote of 190 to 2, voted in favor of being annexed to Mayaguez, it is hereby declared a part of the municipality of Mayaguez. The ayuntamiento of Mayaguez will take immediate steps to relieve from their offices the present municipal officers of Hormigueros, and will make the necessary arrangements for governing the former municipality of Hormigueros.

It is hoped that other small municipalities will follow the example of Hormigueros, and thus reduce their own expenses and concentrate for the administration of the laws.

By command of Major-General Henry:

FRANK MCINTYRE,

First Lieutenant, Nineteenth Infantry, Acting Assistant Adjutant-General.

General Orders, }
No. 4. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, January 17, 1899.

I. The inspection, care, and maintenance of light-houses adjacent to the coast of this island are hereby removed from the control of the secretary of the department of fomento and transferred to the control of the navy officer in charge.

II. Upon the recommendation of the commanding officer United States navy-yard, San Juan, Ensign W. R. Gherardi, United States Navy, is hereby announced as in charge of the light-house district of Puerto Rico, and will report to the commanding officer United States navy-yard for instructions. He will be obeyed and respected accordingly.

By command of Major-General Henry:

FRANK MCINTYRE,

First Lieutenant, Nineteenth Infantry, Acting Assistant Adjutant-General.

General Orders, }
No. 5. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, January 18, 1899.

The collections of the customs duties and of the internal revenues of this island are hereby separated.

The internal revenue will hereafter be collected by the secretary of finance, who will give the necessary directions for the economical carrying out of this order.

Collectors of internal revenues are hereby designated for the places set opposite their respective names, as follows: Luis R. Velazquez, Ponce; Felipe Cuebas, Mayaguez; Alejandro Salicrup, San Juan; Manuel Colon, Arecibo; Sandalio Valdejuli, Humacao; P. San Clemente, Arroyo; Eduardo Garcia Alonso, Fajardo; José R. Vidal, Aguadilla; Adolfo Rieckehoff, Vieques.

These collectors will give bonds of \$2,000 each before entering upon their duties.

By command of Major-General Henry:

FRANK MCINTYRE,

First Lieutenant, Nineteenth Infantry, Acting Assistant Adjutant-General.

General Orders, }
No. 6.

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, January 19, 1899.

In order to remedy the evils due to unjust apportionments, the following are the orders concerning the taxation of lands on this island. Any variation from this order, or excess in taxation under it, will, upon being reported to these headquarters, result in the punishment of the offending parties.

1. The assessment of taxes upon lands will hereafter be made in accordance with the various cultivations existing in the island and the quality of the land taxed.

2. In accordance with the various cultivations there will be taxes on cane lands, coffee lands, tobacco lands, pasture lands, minor-produce lands, and forest lands.

3. In accordance with the quality of the land there will be taxes of the first, second, and third classes—the first class comprising the best lands, the second class the next best, and the third class the poorest.

4. On all lands of the first class there will be a tax of 1 peso per cuerda (acre); on all lands of the second class a tax of 0.50 peso per cuerda; on all lands of the third class, a tax of 0.25 peso per cuerda.

5. Each municipal corporation will appoint a classifying commission which will select subcommissions in the different districts of each township, these subcommissions to report to the classifying commission on the class of lands in their respective districts.

6. These commissions will be guided by the following instructions:

First-class cane lands are plains and valleys and other alluvial lands lying near settled communities, highways, railroads, and seaports, and the lands of drained lagoons and mangrove marshes.

Second-class cane lands are the highland plains, generally surcharged with oxides of iron and known in the country as clayish lands.

First-class coffee lands are valley lands and hills abounding in organic detritus.

Second-class coffee lands are highlands having a calcareous or limy formation.

First-class tobacco lands are valley lands watered by rivers.

Second-class tobacco lands are loamy highlands mixed with clay and sand.

Third-class tobacco lands are sandy lands along the coast and calcareous lands among the hills.

First-class pasture lands are valleys, lagoons, and glens, where grow "malojila" and Guinea grass.

Second-class pasture lands are those on the hills and on the coast where grow Guinea and dog grass.

Third-class pasture lands are those along the coast and limy hills where grow only brush, "rat-tail," sweet grass, etc.

First-class minor-produce lands are valley lands.

Second-class minor-produce lands are highlands.

Third-class minor-produce lands are sandy and limy lands.

First-class forest lands are those growing virgin forests whose timber can supply building and cabinet woods, e. g., "aceitillo," cedar, "capá," "ausubo," etc.

Second-class forest lands are lands with a rocky and calcareous soil growing only bushes available for fuel.

7. Taxes on lands whose owners reside abroad will be increased by 50 per cent.

8. All ordinances or decrees conflicting with the provisions of this order are hereby revoked and rendered null and void.

By command of Major-General Henry:

FRANK MCINTYRE,
First Lieutenant, Nineteenth Infantry, Acting Assistant Adjutant-General.

General Orders, }
No. 7.

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, January 27, 1899.

I. The inhabitants of this island must be protected from smallpox. Every resident who has not had this disease will be vaccinated, and hereafter all infants must be vaccinated before reaching the age of 6 months.

II. The chief surgeon of the department is charged with the duty of providing the material and carrying out the details necessary in the work of vaccination.

III. The following-named officers of the medical department are hereby appointed directors of vaccination and assigned to the designated divisions for temporary duty:

Maj. P. R. Egan, brigade surgeon, U. S. V., to the division of Guayama and of Humacao, south of the municipality of Naguabo and including Vieques, with headquarters at Guayama.

Maj. George G. Groff, brigade surgeon, U. S. V., to the division of Arecibo, with headquarters at Arecibo.

Capt. Charles Wilcox, assistant surgeon, U. S. A., to the division of Mayaguez and Aguadilla, with headquarters at Mayaguez.

Capt. F. P. Reynolds, assistant surgeon, U. S. A., to the division of San Juan and of Humacao, north of and including the municipality of Naguabo, with headquarters at San Juan.

Acting Asst. Surg. Azel Ames, to the division of Ponce, with headquarters at Coamo.

IV. In addition to his duties as director of vaccination, Acting Asst. Surg. Azel Ames will take charge of the production and distribution of the necessary supply of vaccine virus.

V. The above-named officers will report by letter to the chief surgeon of the department for the necessary instructions in the performance of this duty.

VI. All medical officers serving at posts in the different divisions are hereby detailed as inspectors of vaccination, and will report, when their services are required for this purpose, to the directors of their respective divisions. The care of the sick of the command must not be neglected in performing this special duty. All other officers will render any assistance they may be called upon for in facilitating the work of vaccinating the people.

VII. Inspectors of vaccination will report to the chief surgeon of the department any neglect on the part of the civil authorities to carry out this order, with view to such action as may be deemed necessary by the department commander.

By command of Major-General Henry:

FRANK MCINTYRE,

First Lieutenant, Nineteenth Infantry, Acting Assistant Adjutant-General.

General Orders, }
No. 10.

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, January 28, 1899.

Pursuant to orders from the War Department, the usual port jurisdiction of the harbor of San Juan is transferred to Commander Albert S. Snow, U. S. N., commandant United States naval station, San Juan. Commander Snow will assume and perform all the duties which are ordinarily performed by what is known as the captain of the port—the police of the harbor, the enforcement of rules and regulations regarding anchorage of vessels arriving at the port, the shifting of vessels from one anchorage to another, the boarding of vessels upon arrival, the enforcement of quarantine regulations, dumping of garbage, and all other matters pertaining to the jurisdiction of the harbor.

By command of Major-General Henry:

FRANK MCINTYRE,

First Lieutenant, Nineteenth Infantry, Acting Assistant Adjutant-General.

General Orders, }
No. 11.

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, January 29, 1899.

I. The following reduction in notarial fees is hereby ordered and published for the information and guidance of all concerned; it will go into effect February 1, 1899.

The Official Gazette should be consulted for further information concerning the paragraphs specified, as well as for other important notarial requirements:

Articles of present tariff.	Present tariff.	Reduced tariff.	Remarks.
1	\$1.88	\$1.00	Reduced from \$1.88 (pesos) to \$1 (peso) for each leaf of original documents on all sorts of contracts, wills, and nuncupative codocils, and other instruments not specifically excepted under this tariff.
4	4.80	1.00	Par. I. Value not exceeding \$300. Reduced from 1.60 per cent to \$1 per leaf.
	11.00	1.00	Par. II. Value between \$300 and \$500. Reduced from 2.20 per cent to \$1 per leaf.
5	-----	-----	Comprised in article 1 at \$1 per leaf.
6	-----	-----	Reduced from 1 per cent to one-half per cent.
7	-----	-----	Comprised in No. 1 of the new tariff. Reduced from three-fourths per cent to one-half per cent.
15, 16, 17	-----	-----	No reduction.
18	1.00	.50	Reduced from \$1 to 50 cents.
23	-----	-----	Canceled, being included in the reform for the Notarial Mont de Piété already approved.
24, 25, 26, 27	-----	-----	Canceled, being included in No. 1 of the new tariff.

II. All articles of the original tariff not mentioned in Paragraph I of this order are hereby canceled and will cease to be operative on and after the date this order goes into effect.

III. Any violation of this order by a notary will be reported to these headquarters, and will be regarded as a misconduct subjecting the offender, under notarial laws, to removal from office.

By command of Major-General Henry:

FRANK MCINTYRE,
First Lieutenant, Nineteenth Infantry, Acting Assistant Adjutant-General.

General Orders, }
No. 12. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, February 6, 1899.

I. It having become evident after a careful trial of two months that the organization created under the Spanish system and continued by the representatives of the United States Government, known as the insular cabinet, is not compatible with American methods and progress, the same is dissolved.

II. Four departments are hereby constituted, to be known as the departments of state, justice, finance, and interior (late fomento).

Each chief or minister will have charge of his own department, and when called together by the governor-general the latter will preside and give the necessary directions. Each head of department will receive orders from and correspond direct with the governor-general.

III. Heads of departments or others objecting to the introduction of American methods of business and progress, or to the investigation of the affairs of the departments when properly ordered, will be relieved from office or their resignations accepted if tendered.

IV. Any vacancy occurring in a department will be filled by the most competent person available, irrespective of party affiliations, and temporary charge of such department will be taken by the officer next in rank to the head, unless another person has been designated.

By command of Major-General Henry:

FRANK MCINTYRE,
First Lieutenant, Nineteenth Infantry, Acting Assistant Adjutant-General.

General Orders, }
No. 13. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, February 7, 1899.

I. The police force of the island, heretofore under the state department, will henceforth be under the immediate control of the governor-general. All papers and documents in connection with the police force will be turned over to Mr. Techter.

Mr. Frank Techter will take temporary charge of the organization of the force and submit for approval all names selected. As soon as enrolled they will be assigned to stations and duties, at the most important points first. Those chosen will be the best men to be had, irrespective of party affiliations and independent of politics. Those in the future mixing in politics will not be tolerated on the force. None will be discharged except for the above reason, neglect of duty, or inefficiency.

II. Cemeteries which have been consecrated for use by Roman Catholics will be used only for the burial of those of that faith and will be administered according to the perpetual laws of that dedication. Burials subject to the order of parish priests may be allowed in portions of grounds not dedicated. For others a suitable burial ground will be established by the municipalities.

The existing habit of exhuming bodies in cemeteries and placing their bones in a corner of the cemetery or some other place, thus desecrating the dead, will be discontinued. Any violation of this order will result in a fine or some other form of punishment of the person responsible for the observance thereof.

By command of Major-General Henry:

FRANK MCINTYRE,
First Lieutenant, Nineteenth Infantry, Acting Assistant Adjutant-General.

General Orders, }
No. 15.

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, February 9, 1899.

I. The following appointments of heads of departments, under General Orders, No. 12, current series, these headquarters, are announced: State, Señor Francisco de P. Acuña; justice, Señor Herminio Díaz Navarro; finance, Señor Cayetano Coll y Toste; interior, Señor Federico Degetau y González.

II. The following are the subdivisions of the functions of the four departments created under General Orders, No. 12, current series, these headquarters:

State.—Municipal councils or corporations, public order and health, elections, and necessary correspondence connected with questions submitted from Washington or coming from diplomatic or other sources.

Finance.—Collection of taxes, payment of public expenses, weights and measures, banks, bankers, and brokers.

Justice.—Administration of justice, appointments of judges and notaries, penal establishments, judicial appeals.

Interior.—Public and private educational institutions, public works, farming settlements, grants of patents and trade-marks, chambers of commerce, forests and mines, charitable institutions.

III. Each head of department will organize his branch of the government into bureaux and place reliable chiefs over them, discharging inefficient or unnecessary men.

For the present the chief of the bureau of education will be Gen. John Eaton, and that of public works (engineering, roads and bridges, waterworks, etc.) will be Maj. Francis L. Hills.

Each bureau chief will report to his head of department for orders or other instructions.

Each head of department is independent of the others and will report direct to the governor-general.

When convened by the governor-general, the heads of the four departments or a majority thereof will form a cabinet, over which the governor-general will preside.

IV. A special department of police is created, the head of which will be subject to the direct orders of the governor-general. The police referred to is what was known as the insular police, and is independent of the municipal police, which is under the control of the respective municipalities.

By command of Major-General Henry:

W. P. HALL, *Adjutant-General.*

General Orders, }
No. 16.

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, February 10, 1899.

I. *Department of State*.—All appointments of councilmen recommended and of alcaldes will be made by the secretary of state without reference to these headquarters. All municipal correspondence will be addressed direct to the secretary of state, only cases of appeal being forwarded to these headquarters.

II. *Department of Justice*.—Appointments of notaries will be made by the secretary of justice. In order to introduce American methods or to simplify the work of this department and to repeal unnecessary laws or those interfering with proper personal liberty, Maj. A. C. Sharpe, U. S. A., acting judge-advocate, will be associated with and subordinate to the secretary of justice. He will advise with and assist the secretary in preparing laws or systems in accord with those in vogue in the United States and will recommend annulment of such laws as are not in accord with progress.

III. *Department of Finance*.—First Lieut. Frank McIntyre, Nineteenth Infantry, aid-de-camp, will be associated with and subordinate to the secretary of finance. He will when called on assist him by advising him with reference to American methods in the conduct of his department. All correspondence as to taxation or complaints will be direct with the secretary, only appeals being sent to these headquarters.

IV. *Department of Interior*.—A board to consist of such persons as the secretary of interior deems best will be organized by him to make such changes in his department as may be required, particular attention being paid to systems of contracts for building roads and other works.

V. All persons are invited to report to the commanding general any misdemeanor, improper conduct of officials in office, inefficient officeholders, laws or customs at variance with proper methods, with a view to correction or annulment of such laws and the punishment of offenders. Such complaints should be presented in writing and an accusation against any person should be accompanied with proper evidence, so that intelligent action may be taken in the matter.

All Americans or Puerto Rican Americans are urged to help in the cause of bringing this island to a high standard in everything, and thus reflect credit upon themselves and upon the United States.

By command of Major-General Henry:

W. P. HALL, *Adjutant-General.*

General Orders, }
No. 17. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, February 10, 1899.

The following resignation of the cabinet officers is published for public information:

To the Honorable Major-General Commanding the Department.

SIR: There exists in the United States an organization of the executive power identical with that which you apply to this island by your general orders of to-day. The President of the Republic governs with his secretaries, the latter being independent each from the rest of them. But there exists also an organization of the legislative power which arises out of suffrage, and which act with two deliberative Houses. In those two Houses the people of the United States have their supreme representation.

We would accept with gratefulness and pride, even more, we are anxious to have a system which has made our nation great and free; but we would accept it complete, so that it would answer to the legitimate aspirations of our country. You in the government, next to you the cabinet which you would appoint, and very near to all the popular legislature, telling you all the time which are the ideas and necessities of the island.

On the council of secretaries disappearing, it drags along with it the only collective representation of Puerto Rico, inasmuch as the North American system has not been yet implanted here, in all its grand and perfect amplitude. And a responsibility not to be eluded would fall upon us if we were to admit participation in a measure with which we do not feel ourselves in conformity.

So, then, the undersigned secretaries respectfully declare:

That they respect and comply with the orders of the major-general commanding the department, whereby the council of secretaries is dissolved.

That they resign into your hands the charges with which you were pleased to confide to them.

San Juan, Puerto Rico, February 6, 1899.

Very respectfully,

L. MUÑOZ.

JUAN HERNANDEZ LOPEZ.
CAYETANO COLL Y TOSTE.

In accepting these resignations the department commander remarks that these officials have at all times displayed zeal and ability. He regrets that they ask at present for the impossible—suffrage and a legislature. These come with Congressional legislation and are not possible now.

The council of secretaries, consisting of heads of departments, with a president, which was of Spanish origin and was abolished by General Orders, No. 12, current series, these headquarters, simply gave to one man the opportunity to dominate all the departments and to enhance his political power. Such a system is contrary to that which should exist under the present form of government, in which there can only be one head, the department commander or governor-general of the island.

Both parties, liberal and radical, are represented in the new cabinet, so that all the people may feel they have representation therein.

By command of Major-General Henry:

W. P. HALL, *Adjutant-General.*

General Orders, }
No. 18. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, February 12, 1899.

In view of the fact that it has been represented to the department commander, by petition and otherwise, to his satisfaction, that owing to the crisis caused by the late war and by the scarcity of money of the island seeking investment, planters owning valuable estates are unable to meet their debts, and that a number of firms in liquidating their business interests in the island are proceeding to foreclose mortgages on plantations to the great distress of the owners thereof, and under existing laws these proceedings are of a summary nature, so that actual sales can be effected

in thirty days from the time judicial notice is given, thus allowing debtors no sufficient opportunity to raise money, it is hereby directed, in the interest of equity and to save the agricultural industry from loss and ruin, that the said law of foreclosure and all legal or judicial proceedings thereunder with reference to agricultural property and machinery be, and they are hereby, suspended for the period of one year from this date, namely, January 19, 1899, provided that the interest on such debts is paid when due at a rate not exceeding 12 per cent per annum.

This order is not intended to affect proceedings for the collection of insular or municipal taxes.

That this order may be put into immediate operation it is directed that it be printed in the Official Gazette, and also promptly communicated to all alcaldes, judges, and courts on this island for their information and compliance.

By command of Major-General Henry:

W. P. HALL, *Adjutant-General.*

General Orders, }
No. 19. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, February 12, 1899.

It has been determined that at places or towns where apparently troops and citizens do not harmonize, owing to improper interference of troops, to withdraw such from those towns and to hold the alcalde and his council strictly responsible for law and order in his municipality. If they fail to preserve law and order, or show an indifference and neglect of duty, towns in which said neglects occur will be put under a military officer and necessary troops, and the functions of the alcalde, council, and courts be suspended, and the town governed by military law.

In the proposed movement of troops away from the island many towns must thus be left without troops, and if the civil authorities can not or will not do their duties the military will do it for them. If councils are composed of men who are indifferent to progress, honesty of action, or not properly representing the people, they will, on representation to these headquarters by the business men of the municipality, be relieved and others put in their places.

It is hoped that it will not be necessary to make an example of any municipality by thus showing that they are incapable of governing themselves, and thus injure the island and stop its progress, or future legislation.

This order will be communicated to all concerned and placed in the Official Gazette, or other papers of the island.

By command of Major-General Henry:

W. P. HALL, *Adjutant-General.*

General Orders, }
No. 20. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, February 12, 1899.

It having been demonstrated to the department commander for some weeks that matters are generally mismanaged at Aguadilla—that the councilmen quarrel with one another, that they refuse to act in the interests of the people, and that money is corruptly used, Capt. F. W. Mansfield, Eleventh Infantry, commanding at Aguadilla, will notify the alcalde and the councilmen that they are deposed from office and that the civil authority is entirely suspended in the town.

The above order will also apply to Moca.

Captain Mansfield, Eleventh Infantry, will assume command of the town, exercising the necessary civil functions, and use his troops as required by the circumstances.

He will then call a meeting of the representative men of the town, and as soon as they agree upon reputable men to govern the town in the interests of the whole, he will induct them into office and report to these headquarters that they are desirable men.

From the report of the commission, composed of one radical and one liberal, which was sent from here, it is concluded that the liberals are more to blame than are the radicals, so there is no objection to a radical council if good men of that party are obtainable.

The jail is also reported as dirty and overcrowded. Captain Mansfield will release therefrom all those who are serving light sentences, and order the jailor to clean the prison. If the latter has neglected his duty, he will be replaced by a capable man.

If the judges have failed to do their duty, report them to these headquarters for removal.

In carrying out these orders it is assumed that Captain Mansfield will use good judgment and discretion. If any opposition is displayed, either through failure to carry out his orders or through disrespect on the part of anyone, he will cause the offender to be placed in jail, and report the case to these headquarters.

Captain Mansfield is also authorized to call upon several of the reputable men of the town to investigate the accounts of the city officials for report to these headquarters.

By command of Major-General Henry:

W. P. HALL, *Adjutant-General.*

General Orders, }
No. 21.

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, February 15, 1899.

1. "La Junta del Obras del Puerto de San Juan de Puerto Rico" not being compatible with American methods, its duties properly pertaining to the Navy and Engineer Corps of the Army, is hereby dissolved.

2. Commander A. S. Snow, U. S. N., is appointed inspector of the works, formerly under the Junta.

3. Maj. E. A. Root, chief engineer, U. S. V., is placed as engineer in charge of these works.

4. The inspector and engineer officer will reorganize the personnel of these works, retaining in service only those employees necessary, discharging the others and making such other changes as are necessary to make the harbor works conform to the American system. The tonnage dues heretofore collected by the collector of customs for harbor improvement being done away with and the finances of the municipality being in such condition as to render the payment by it of the annual appropriation impossible, there is appropriated from the revenues of the island \$6,000 per month for the improvement of harbor facilities of San Juan, and additional appropriations will be made to execute approved plans when necessary.

The secretary and treasurer of the Junta will turn over to Maj. E. A. Root all records and funds pertaining to that body, and hereafter all disbursements will be made by the engineer on vouchers approved by the inspector.

By command of Major-General Henry:

W. P. HALL, *Adjutant-General.*

General Orders, }
No. 22.

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, February 17, 1899.

One hundred dollars reward will be given to any person for the apprehension and delivery to the military authorities and conviction of any one guilty of arson, murder, robbery, or violent assault for the purpose of murder or robbery on the part of anyone forming a combination known as the banditti or organization for violating the law.

By command of Major-General Henry:

W. P. HALL, *Adjutant-General.*

General Orders, }
No. 23.

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, February 20, 1899.

Alcaldes and councilmen are reminded that orders are issued to be obeyed. In a recent case the alcalde and council resigned because they supposed they had received an order not agreeable to them. No order had been given, but if it had been, and not carried out, the course of the council would have been contumacious and in defiance of authority, and other action would have followed instead of resignations being accepted.

It can not be too strongly impressed upon municipal councils that the interests of the municipalities depend upon their honesty, zeal, and attention to duty. Without this, the people they represent suffer and the progress of the island is held back. No more important body of men exists than the various councils, and the people should insist upon being properly represented by their best men and no others, and it should be considered an honor to hold such positions of responsibility.

They must learn one lesson, however: that is, before they govern others or can give proper example to people, they must govern themselves, and obey promptly all legal orders, submitting for appeal any unjust ones, which will always be remedied.

By command of Major-General Henry:

W. P. HALL, *Adjutant-General.*

General Orders, }
No. 24. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, February 21, 1899.

To-morrow, February 22, being the anniversary of the birth of George Washington, the first President of the United States of America, will be observed as a holiday. All public offices will be closed during the day.

By command of Major-General Henry:

W. P. HALL, *Adjutant-General.*

General Orders, }
No. 26. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, February 24, 1899.

I. The *La Metralla*, of Ponce, is hereby suspended from publication, and its editor will be brought to trial for publishing an article derogatory to a public official. Charges supported by proper evidence will always be considered when properly submitted, but publication of same will result in suppression of offending paper and the trial of its editor.

II. The conduct of the case now being tried at Ponce is unsatisfactory from reports received, and Mr. José María Figueras, of the supreme court, will proceed to Ponce to investigate and report upon the condition of affairs, giving upon his return such information as may do justice to all concerned and bring to punishment those who have violated the law or neglected their duty.

By command of Major-General Henry:

W. P. HALL, *Adjutant-General.*

General Orders, }
No. 27. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, February 27, 1899.

On February 12, owing to reported disagreement of councilmen and irregular conduct of affairs, the civil authorities at Aguadilla and Moca were suspended and the military placed in charge. This warning of proposed action was made in previous orders in the following words:

“If they (the councilmen) fail to preserve law and order or show an indifference and neglect of duty, towns in which said neglects occur will be put under a military officer and necessary troops and the functions of the alcalde, council, and courts suspended and the town governed by military law.”

The above action was forced upon the department commander, who has always prevented the interference of the military with civil affairs so far as possible in order to give the latter an opportunity to govern themselves, using only the military to preserve law and order when called upon or found to be necessary.

This statement of facts is made because it is falsely claimed by some who should know better that a condition of “military despotism exists on this island.”

This government is a military one, but conducted so as to give every latitude to the civil authorities as long as they show themselves capable of good behavior and self-government.

The towns of Aguadilla and Moca have elected their councilmen, but Aguadilla has failed to elect an alcalde, the military officer still acting as such by request of the people.

Beginning March 1, the military authority will be withdrawn from these towns and the civil reestablished, and all reports or complaints will be made to the respective cabinet officers at San Juan.

If councils fail to elect alcaldes the secretary of state will take such action as may be required.

The military will interfere with nothing, and the withdrawal of same from Aguadilla will follow if necessary to give the people of these towns a full trial in self-government.

By command of Major-General Henry:

W. P. HALL, *Adjutant-General.*

General Orders, }
No. 28. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, February 28, 1899.

I. The subdelegation of medicine and surgery is authorized, in accordance with orders of the Spanish Government dated May 29, 1866, to grant certificates of practitioners in minor surgery, provided the requirements in said order shall have been fulfilled.

II. All certificates of surgeon dentists issued by the said subdelegation, understood as entitling the holders thereof to perform the duties of doctors in dental surgery, not being authorized by said Spanish orders, are hereby declared null and void.

III. The holders of these certificates shall return them within ten days to the subdelegation of medicine and surgery, where they will be exchanged for certificates of practitioners in minor surgery.

IV. Those who at the end of the time indicated shall not have exchanged their certificates, and continue practicing the profession in spite of the orders given, shall be called up by the mayors of the respective places, who will compel them to deliver the certificates, and besides levy a fine of \$50 on every certificate holder.

V. The practitioners of dental surgery shall be allowed to practice only under the supervision of a doctor in dental surgery.

By command of Major-General Henry:

W. P. HALL, *Adjutant-General.*

General Orders, }
No. 29. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, March 7, 1899.

1. All people from abroad residing in or carrying on any industry or business in this island have precisely the same privileges and are subject to the same restrictions and taxations as the native residents and business men, except where otherwise specially provided in the laws of the island as at present established. They are therefore required to obey the laws of the island and of the municipality where they may happen to reside or carry on any industry or business.

2. In accordance with the above all such persons must pay the tax that the ayuntamientos may levy upon their industry or business, and refusal to obey the lawful commands of such legally constituted bodies, or evasion to meet said just demands, will result in precisely the same stringent measures being used against them as would properly be used by these ayuntamientos in the case of the resident native people.

3. The ayuntamientos are hereby warned not to consider the above paragraphs as authorizing any improper procedure or discrimination; strict justice and impartiality should be applied in all cases, and any violation of authority on their part should be promptly reported and action should be taken against them through the necessary legal channels.

By command of Major-General Henry:

W. P. HALL, *Adjutant-General.*

General Orders, }
No. 30. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, March 8, 1899.

I. Pursuant to the third paragraph of the order of the President of the United States, dated January 20, 1899, relating to the current money of Puerto Rico, viz, "It is further ordered and directed that out of the Puerto Rican coins so received a convenient supply shall be retained and carried for exchange for United States money at the rates hereinbefore enumerated, namely, \$0.60 United States money for one Puerto Rican silver peso," there shall be kept in the custom-houses at San Juan, Ponce, and Mayaguez, Puerto Rican money for exchange for American money at the authorized rate of exchange, that is, 1.66 $\frac{2}{3}$ pesos, Puerto Rican money for \$1 American money.

In making this exchange preference will be given to those who desire exchange for legitimate purposes, and in no case will it be exchanged for persons who are themselves engaged in exchanging money for profit.

So long as this exchange of money shall be continued, no person engaged in business in Puerto Rico shall refuse to accept American money when tendered at the rate prescribed by the President of the United States.

On and after July 1, 1899, and until further orders, all public dues, insular and municipal taxes, fines and costs will be assessed in United States money. Where changes in dues, salaries, etc., are not provided for, the amount of dues, salaries, etc., will be determined in accordance with the prescribed rate of exchange.

It is urgently recommended that all tradesmen throughout the island express the price of their goods in American money, with alternate price in Puerto Rican money, with due regard to the authorized rate of exchange.

II. It having been brought to the attention of the department commander that liquor is sold to children, to the detriment of their health and morals, the sale or giving of liquor of any kind by any person to any child under 14 years of age is

strictly prohibited, under penalty, if convicted of violation of this order, to imprisonment for sixty days, and a fine of \$60 for each offense.

The civil authorities, police, and others are enjoined to see to the proper execution of this order, and to do everything possible to rescue the young from reported conditions, which, if continued, are certain to ruin them morally and physically, and to impair their future usefulness.

By command of Major-General Henry:

W. P. HALL, *Adjutant-General.*

General Orders, }
No. 32.

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, March 10, 1899.

The municipal jail at San Juan, P. R., is designated as the place of confinement for all military convicts upon this island who are sentenced to over six months' imprisonment, and who are not sentenced to confinement in the penitentiary. All such convicts will be sent by the commanding officer, under proper guard, to this place of confinement, where they will be delivered to the custodian of the jail, together with a copy of the order promulgating their sentence, and also a list of such property and clothing as may be in their possession. So much of their sentence as refers to hard labor will be executed under the direction of the health officer, to whom they will be delivered, under suitable guard, at such times as he may desire.

By command of Major-General Henry:

W. P. HALL, *Adjutant-General.*

General Orders, }
No. 33.

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, March 13, 1899.

I. Hereafter prisoners in jail will not be shackled or placed in stocks for punishment. Punishment for misbehavior or violation of prison rules will be solitary confinement with a bread and water diet, to be continued until the offender promises to reform.

Those now in prison who have six months or less to serve and who have behaved well during their imprisonment will be restored to liberty. The names of those released under this order will be sent to these headquarters.

In the future a credit of five days in each month will be allowed to each prisoner for good behavior, such credit to be applied in reducing the length of sentence. Misbehavior will remove the credit thus earned and a new start will be necessary.

II. At the inspection of the department commander of the prisoners at the penitentiary yesterday that institution was found to be in excellent order, very cleanly, and not an ill smell, its condition reflecting great credit upon the chief keeper, Mr. Maximino Luzunaris. If all jails were in the same condition it would be well for the island.

The object of all prisons is for the protection of peaceable people living outside as well as for the reform of criminals by detention. When this reform has been effected there is no further necessity of punishment of the man. Any excess beyond this tends to degrade him.

Those in charge of prisons should do everything possible consistent with duty to elevate the moral tone of their prisoners, and to this end they are at liberty to call upon members of the religious orders to hold services with these prisoners on Sunday, and thus aid in elevating their moral characters. Such services, if properly conducted, particularly those of song, will save many a despairing man who in his surroundings has lost all hope.

By command of Major-General Henry:

W. P. HALL, *Adjutant-General.*

General Orders, }
No. 35.

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, March 20, 1899.

I. It has come to the knowledge of the department commander that in some districts on the island many people are suffering and some have died for want of food, caused by poor crops, resulting from lack of rain or other unavoidable conditions.

The department commander therefore directs that until further orders post commanders consult with the alcaldes so that by a judicious issue of portions of the ration as set forth in paragraph 7, General Orders No. 5, Adjutant-General's Office, current series, to those in want, the distress may be alleviated. Attention is also invited to

paragraph 8, General Orders No. 110, Adjutant-General's Office, series 1898. The natives have suffered patiently, but care must be exercised in this issue to reach the needy who have been unable to secure work, and not to encourage people in shirking work or in depending on Americans.

II. Referring to the idle talk, the threats of violence in certain neighborhoods, the reported assemblages for revolutionary purposes and the numerous newspaper articles appearing in the press of the United States, showing a restless state of affairs here, all these conditions intimidating the work of capitalists desiring to invest here are now bearing their fruit to the injury of the well-being and progress of the island.

People of education and all having the good of the island at heart should instruct the ignorant, whose characters are unknown in the States, concerning the harm they are doing by their childish threats and utterances, exhorting them to silence of speech and suppression of such correspondence.

It is not believed that any thought of determined opposition to law and order exists in Puerto Rico, but should such be the truth it would be crushed at once and would prove to be the suicide of the island.

By command of Major-General Henry:

W. P. HALL, *Adjutant-General.*

General Orders, }
No. 41. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, March 28, 1899.

The time to be used by all the government departments in Puerto Rico will be that of the sixtieth meridian, designated as intercolonial time. This time is sent daily to all the telegraph offices, and will be obtained therefrom.

The signal officer of the department is charged with the carrying out of this regulation.

By command of Major-General Henry:

W. P. HALL, *Adjutant-General.*

General Orders, }
No. 43. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, April 6, 1899.

I. In accordance with orders from the War Department, native products of Puerto Rico purchased by the Commissary Department for the use of the United States Army will be exempt from the consumption tax.

II. The War Department having forbidden the issue of rations to Puerto Ricans, commanding officers of posts are authorized, to prevent suffering among the people in their respective localities, to purchase necessary articles of food at a rate not to exceed 10 centavos a day for each needy person and to send bill for same to this office for payment from the moneys of the island, as directed by the authorities at Washington. Great discretion must be used in carrying out these instructions, and aid should only be extended to those who are unable to work or to obtain the same.

III. The recent visit of the department commander to Caguas, Cayey, Aibonito, Coamo, Coamo Springs, Santa Isabel, Guayama, and Arroyo showed a satisfactory condition of affairs, and that the people are strongly in sympathy with American methods and progress. At Coamo Springs a most patient and commendable work is progressing in procuring vaccine for the benefit of the people of this island. At some of the towns complaint was made as to the cost of bread, 8 centavos a loaf, the same as last summer, although the price of flour is much less now. The price should not be over 6 centavos a pound. In the city of San Juan the price of bread is down to 4 centavos. It is the duty of the alcaldes to reduce as far as possible the cost of all the necessities of life and to increase the tax on other articles.

The prison at Guayama was not clean. The prison at Caguas was clean, but an old building.

The quarters of the insular police and appearance of men at Santa Isabel, Guayama, and Caguas were very good, and particularly so at the latter place.

While the meals were good and the beds clean at the hotels visited, the location and dirty condition of the water-closets, placed in or near the kitchens, as is probably the case also in many private dwellings on the island, were most disreputable. Until this insanitary condition is remedied great discredit will be brought upon the island, as Americans view such conditions with disgust, and their recollection of otherwise agreeable surroundings will be marred by this unnatural and disgusting practice.

IV. The habit of delegations coming to San Juan at the expense of the people or municipalities must be discontinued. All applications should be addressed to the

proper secretary. If a reply is not received nor any action taken within a reasonable time, a direct application should be made to the governor-general, stating what is desired, the fact of inaction, and date of appeal. Valuable time is taken up in talking about matters that can only be attended to in writing and by reference to the proper secretary.

The work of building roads, taking charge of schools and jails, so as to reduce the taxes of the people, will be taken up as rapidly as possible. In the meantime all budgets will be reduced to the lowest possible limit, honest economy practiced in all directions, and patience exercised during this period of transition.

By command of Major-General Henry:

W. P. HALL, *Adjutant-General.*

General Orders, }
No. 46. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, April 15, 1899.

The attention of the department commander has been invited by Puerto Ricans to the immoral conditions existing in this city, which were ignored by the Spanish Government, and if continued will surely impede the progress of the island.

Children should not be allowed on the streets at night after certain hours.

While gambling has not been interfered with, it should, if allowed, be regulated so that it will not become a nuisance. Police rules of well-ordered localities should govern in this matter.

Every effort should be made by all good citizens and by the police to protect the young from evil and to bring to punishment those who defy the laws of decency, morality, and manhood, rules of action so strongly implanted in the human heart that, when violated, the conscience of the most depraved appeals to the higher nature.

What applies to San Juan may also apply to other places.

Alcaldes are directed to use every possible effort to improve the moral conditions in their towns.

“Righteousness exalteth a nation, but sin is a reproach to any people.”

By command of Major-General Henry:

W. P. HALL, *Adjutant-General.*

General Orders, }
No. 48. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, April 18, 1899.

The cost of cleaning or policing the towns belongs to the municipal budget, and if necessary an extra tax will be levied upon the people. Whenever troops occupy a town where the water system is defective, every possible assistance will be given by the island moneys. Money was used at San Juan for this purpose, owing to a threatened water famine and the pressure for an increased water supply. An American will use a bucket of water to a glassful by others. They have been accustomed to an abundance of water for all purposes. Some money was also allowed for sanitary work at the capital, the city being in a bad condition in this respect. If sickness or an epidemic started at the capital it would injure the whole island. It will readily be seen that if moneys were devoted to other towns, or each obtained a share, none would be left for schools, jails, and building of roads. The latter is most important for commercial purposes, to keep the people employed, and to obtain money for food. It must therefore be impressed upon the people that they must clean their own towns and to keep them in that condition, not only to reflect credit upon the island, but to also prevent disease or epidemics, which are almost always the result of lack of cleanliness. The latter is one of the great evils here, and has always been. The lack of sanitary regulations or the nonenforcement of the same must be remedied. Boards of health will report all alcaldes who fail to do their duty in this most important part of hygienic reform, and when they fail, removal will follow.

By command of Major-General Henry:

W. P. HALL, *Adjutant-General.*

General Orders, }
No. 49. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, April 19, 1899.

The following proclamation of the President of the United States is published for the information and guidance of all concerned:

(Reservation for naval purposes—Puerto Rico.)

By the President of the United States.

A PROCLAMATION.

Whereas it is deemed necessary in the public interests that certain lands lying to the eastward of the city of San Juan, in Puerto Rico, be immediately reserved for naval purposes;

Now, therefore, I, William McKinley, President of the United States, by virtue of the authority in me vested, do hereby declare, proclaim, and make known that the following-described lands be, and the same are hereby, reserved for naval purposes until such time as the Congress of the United States shall otherwise direct, to wit:

First. The public land, natural, reclaimed, partly reclaimed, or which may be reclaimed, lying south of the Caguas road, shown on the United States hydrographic map No. 1754, of July, 1898, and for 250 feet north of said Caguas road, to be bounded on the west by a true north and south line passing through the eastern corner of the railway station shown on said map, on the south by the shore of the harbor, and to extend east 2,400 feet, more or less, to include 80 acres.

Second. The entire island lying to the southward of the above-described land, and described on the United States hydrographic map No. 1745, of July, 1899, as Isla Grande, or Manglar.

The military governor of the island of Puerto Rico will make this transfer through the representative of the Navy, the commandant of the United States naval station, San Juan, Puerto Rico, who will present this proclamation.

[SEAL.]

WILLIAM MCKINLEY.

March 29, 1899.

By the President:

JOHN HAY,
Secretary of State.

By command of Major-General Henry:

W. P. HALL, *Adjutant-General.*General Orders, }
No. 50. }HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, April 22, 1899.

The department commander and military governor announces to his command and to the people of this island that upon his own application he will soon be relieved from duty here.

In seeking this relief, which he did with reluctance, as he is deeply interested in his work, he felt that during the heated term he would be unable to continue his arduous duties and that his successor had better be appointed now than later.

Landing in July last at Guanica and visiting Yauco, Utuado, Adjuntas, Ponce, and San Juan, he received abundant proofs of the loyalty and intelligence of the Puerto Ricans and their desire to be true Americans and to adopt the methods that have resulted in making the United States a great nation.

The promises made to the military governor at the meeting of delegates last December have been fully realized and he is thankful to all for their good will and hearty cooperation.

He appreciates the honest and zealous work done by his secretaries and the aid given him in instituting reforms and amending laws.

The Puerto Ricans must be patient and adopt as rapidly as possible all suggested changes, which are for the better and lead to success and to the improvement of the island.

Allowances must be made for the difference in customs, in language, and the associations of years, all of which are hard to eliminate in a short time, but which must be changed before any great advance can be made.

The methods to be pursued, he trusts and believes, will be based upon humanity and justice and with a due regard to the golden rule of doing unto others as we would like to have done to us. Following these lines considerably, success and harmony will follow. Honest and zealous performance of duty by all officials and the prompt carrying out of all laws and reforms based upon just and moral codes should be the foundation stone of all action.

He thanks the various officers and soldiers for their cooperation and willing subordination to the civil authorities, in order that the latter might have an opportunity to learn and practice what will be required of them upon the removal of the military forces.

He believes that a continued advance upon lines of operation already indicated, starting from an honest base, will meet with success and prosperity and ultimately result in victory and the happiness of the people. This will be the wish and thought of the retiring military governor, who will always cherish a most pleasant life memory of his associations with the Puerto Ricans.

By command of Major-General Henry:

W. P. HALL, *Adjutant-General.*

General Orders, }
No. 54.

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, May 2, 1899.

The following orders are issued for the information and guidance of all concerned:
I. Eight hours in twenty-four shall be considered a day's work throughout the island.

II. There shall be no tax on salaries of men or women employed or working in any capacity whatsoever.

III. Only taxpayers shall be members of the municipal councils and no councilman shall be exempted from paying any portion of his share of legally and duly apportioned taxes.

IV. At the end of each calendar month municipal councils shall make a report of absentees from their sessions to the secretary of state; and any councilman absent from three consecutive sessions without just cause shall be dropped under instructions from the secretary of state and his place duly filled.

By command of Major-General Henry:

W. P. HALL, *Adjutant-General.*

General Orders, }
No. 55.

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, May 2, 1899.

Before leaving the island the department commander wishes to thank the insular police for the work they have done. He has already announced in orders his approval of their appearance at the various towns he has visited.

The men composing this force should remember that they are to preserve law and order, and set an example to others. They should not go beyond their duty. Any interference with civil authorities should be avoided, as has been required by the military.

The insular police have succeeded in quieting the bandits and arresting violators of the law and securing of criminals. This could not be done by the United States troops, owing to their unfamiliarity with the people, the country, and the language.

He thanks Mr. Frank Techter for the good judgment and impartiality shown by him in the selection of the material that has given such good results.

He hopes this force will continue its good work and reflect credit upon the retiring military governor, and bring to themselves the praise of all good citizens.

The insular police should not hesitate to report neglects on the part of higher officials, but they should leave these cases to the proper authorities for settlement.

What little trouble there has been in the past has arisen from a too great desire to perform duties belonging to other departments, an error likely to occur, but which must be guarded against.

The military governor is much pleased with the words of commendation received from all parties, and again thanks the insular police and their chief for the good services they have already rendered.

By command of Major-General Henry:

W. P. HALL, *Adjutant-General.*

[Nos. 61-151, issued by General Davis.]

General Orders, }
No. 61.

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, May 13, 1899.

The provisions of paragraph 1, General Orders, No. 54, Headquarters Department of Puerto Rico, announcing that eight hours in twenty-four shall constitute a day's work throughout the island, must not be understood as forbidding agreement between employers and employees for more or less than eight hours in one day. The order in question does not touch upon the matter of rate of compensation for those who

are employed either by the United States, the insular or municipal governments, or by private individuals and corporations. It is competent for the parties in interest to arrange and agree upon a rate of employment by the hour, but under the order in question it is illegal to require that any employee in public or private service shall work more than eight hours in one day unless the conditions of the agreement warrant such extension of the working hours. This regulation applies only to engagements for service where definite compensation is agreed upon for such service.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General*.

General Orders, }
No. 62. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, May 15, 1899.

Capt. L. P. Davison, Fifth United States Infantry, in addition to his other duties, is appointed inspector of the penitentiary in this city, known as the "Presidio," and will receive and disburse all insular funds derived from customs revenue appropriated for the use of this penitentiary, rendering proper accounts and vouchers for the same to these headquarters through the secretary of justice.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General*.

General Orders, }
No. 64. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, May 19, 1899.

The following regulations are published in elucidation of General Orders, No. 63, current series, these headquarters. In any respect in which this order may be in conflict with these regulations the latter will govern.

(1) Telegrams will be concise; all useless words omitted, and so written that punctuation marks are not required to insure correct understanding. The last name of the person addressed and of the sender of a message, or the titles of their offices, will generally be sufficient.

(2) The military telegraph can be used only in the transmission of important messages of urgency relating to public business, which if sent by mail would probably result in detriment to public interests.

(3) Messages from the following classes of officials relating to urgent public business will be passed without charge for tolls:

(a) Officers of the United States Government connected with the military, naval, postal, marine-hospital, weather, and customs services; also members of commissions appointed by the President who may be in Puerto Rico.

(b) The secretaries of the civil government, viz, state, justice, treasury, and interior, or officers acting in any of said capacities. Replies to such officers, if conforming to the provisions of paragraph 2, will also be free.

(c) The members of the supreme court and the fiscal and replies thereto.

(d) Judges of instruction and first instance.

(e) Alcades in communicating with secretaries of the civil government and the governor-general.

(f) Officers of the insular police.

(g) The heads of the civil departments of public works and education, including replies from their subordinates.

(4) Should messages sent be which, in the judgment of the chief signal officer, contain matter not entitled to free transmission, he will submit copies of such messages to these headquarters.

(5) Should important military information of an urgent character come to the knowledge of any telegraph operator he will transmit the same to the chief signal officer.

(6) At the end of each month the chief signal officer will prepare, for the information of the commanding general, a statement showing what would have been the earnings of the telegraph on business done for each of the classes of officers designated in subparagraphs *b c, d, e, f, and g* of paragraph 3.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General*.

General Orders, }
No. 67.

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, May 24, 1899.

I. The judges of instruction and courts of justice in the island will hereafter try such criminal cases now pending and incomplete before military commissions which may be referred to them from these headquarters through the secretary of justice.

II. In such cases judges of instruction and courts of justice shall bear in mind what has been prescribed by the department of justice in the matter of detentions.

III. Judges of instruction shall report to the department of justice such cases as they may have taken charge of by virtue of the present order, with specification of the offense and name of the indicted party in each case.

IV. Where no proceedings have been instituted against a prisoner placed at the disposal of the aforesaid military commissions the proper judge of instruction shall try the case on the strength of the antecedents or record thereof furnished him and report the facts of each case to the secretary of justice.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General.*

General Orders, }
No. 68.

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, May 24, 1899.

I. Hereafter the chief of the penitentiary and wardens of jails in the island shall render weekly reports to the secretary of justice of the number of prisoners confined in their respective establishments on Saturday at 12 o'clock noon.

II. Said weekly reports shall be placed in the first outgoing mail after the above-mentioned hour, and the secretary of justice shall render to these headquarters a consolidated report of all weekly reports so received.

III. The chief of the penitentiary and wardens of jails shall release all prisoners at 12 o'clock noon on the day on which their sentences expire unless they receive an order in writing from competent authority to hold them in prison for other cause. In case such an order is received a copy of it shall be attached to the next weekly report, the prisoner being reported among those released at the expiration of their term and entered among those who have subsequently been admitted.

IV. Printed forms for reports shall be furnished by the secretary of justice to officials for whose use they are intended.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General.*

General Orders, }
No. 69.

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, May 24, 1899.

Authority having been granted by the War Department to Spanish lawyers here resident to practice their profession in this island, the limitation of one year imposed by paragraph 1 of judicial order of April 18, published in No. 95 of the Official Gazette, is hereby rescinded, and their right to practice law is guaranteed without limitation as to time.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General.*

General Orders, }
No. 71.

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, May 31, 1899.

Upon the recommendation of the secretary of justice, the following is promulgated:

I. Any justice of the supreme court of Puerto Rico, or of any audiencia, or any judge of instruction, shall issue the writ of habeas corpus on the petition of any person who is restrained of his liberty within their respective judicial districts. But when such writ so issuing from such court is served upon any person who holds a prisoner subject to United States authority, the body of the prisoner will not be produced, but respectful return will be made setting forth that the prisoner is held under color of the authority of the United States, and that therefore the court issuing the writ is without jurisdiction, and praying that the writ be therefore dismissed.

II. Upon ascertainment by such judge or court issuing the writ that such return is true in fact, the writ shall be dismissed.

III. The secretary of justice will see that this order is duly observed. Instructions, approved by the commanding general, and printed blank forms will be supplied on application to the secretary of justice.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General.*

General Orders, }
No. 72.

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, June 2, 1899.

I. On and after July 1, 1899, the office of court physician (médico forense) shall cease to exist.

II. The duties heretofore pertaining to the office of the court physician shall be performed by the municipal physician (médico titular) of the district in which the case or subject for medical examination arises.

III. On and after June 10, 1899, the office of chaplain in jails of this island shall cease to exist. Religious services may be conducted in the penitentiary or in any jail by a priest or minister of any religious society or denomination upon application to the warden twenty-four hours in advance of the proposed services. Sick prisoners will be permitted to receive personal visits from ministers or priests upon application to the warden.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General.*

General Orders, }
No. 77.

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, June 12, 1899.

I. On and after June 15, 1899, the jails of this island will be under the management of a board of prison control.

II. This board will be composed of five members, as follows:

Hon. José Severo Quiñones, president of the supreme court.

Maj. A. C. Sharpe, inspector-general, U. S. V., acting judge-advocate.

Maj. L. P. Davison, U. S. V., commanding Puerto Rican Battalion.

Hon. Rafael Romeu y Aguayo, fiscal of the supreme court.

Hon. Manuel F. Rossy, lawyer.

III. Three members will constitute a quorum. The first member named herein will preside. In his absence the board will choose a temporary chairman.

IV. The board will meet at San Juan on the first Monday in each month and at such other times as it may desire.

V. The board will also act as a board of pardons, to whom all applications for pardon, remission, or mitigation of punishment of prisoners will be submitted and its recommendations transmitted to the commanding general for his action.

VI. The board will meet as soon as practicable to prepare and submit to the commanding general regulations covering the administration of prisons, the supply of food, clothing, and medical attendance of prisoners, as well as for the maintenance, repair, and construction of jail buildings.

VII. The inspector of jails will act as secretary and interpreter for the board.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General.*

General Orders, }
No. 80.

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, June 17, 1899.

It having come to the knowledge of this office that certain alcalde shave failed to comply with that provisions of Circular No. 3, from these headquarters, which directs them "to use all their authority to secure prompt compliance on the part of the people with the order requiring all the inhabitants to present themselves for vaccination when notified," and whereas by reason of this neglect on the part of the alcaldes some persons have resisted vaccination and others have regarded it with indifference; therefore it is ordered that—

First. Upon receipt of notification from the director of vaccination of the time that the vaccinators would begin work in any particular municipal district, or part thereof, the alcade of that district will immediately order the people to assemble at the appointed time and places for vaccination.

Second. Within ten days, counting from the day after the publication of the order, all the inhabitants of the municipality so notified must comply with the law requiring them to be vaccinated, or present a certificate from proper authority that they have been successfully vaccinated within a year, or must present satisfactory evidence of their inability to comply with the order.

Third. Those who at the end of the specified time are not vaccinated or who do not possess the required certificate, or are not excused by proper authority on account of sickness or other disability, shall be arrested and fined by the alcalde (for the benefit of the municipal treasury) the sum of \$10 United States currency, and if

they then refuse vaccination, will be fined \$5 United States currency for each day thereafter until vaccinated.

Fourth. Those who fail to pay the fine within forty-eight hours, counting from the time they are notified to do so, shall instead suffer ten days' imprisonment and thereafter five days for each additional offense.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General.*

General Orders, }
No. 84. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO.

San Juan, June 23, 1899.

I. For the examination of documents presented by teachers who compete in the concourse announced in the Official Gazette for the provision of vacant schools, a commission will be nominated by the Secretary of the Interior upon recommendation of the bureau of education to consist of one member of the board of education of San Juan, one public school professor, one lady teacher of the public school, one of the inspectors of the bureau of education, and one father of a family.

II. This commission will meet the day following the last day of the concourse to examine the documents and to nominate, in conformity with the provisions of the law, the teacher who possesses best rights to each school for which application is made.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General.*

General Orders, }
No. 87. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,

San Juan, June 16, 1899.

The system and methods of accounting for insular revenues and disbursements from insular funds under the United States military government of Puerto Rico, as provided for in the Executive order of the President of United States, of May 8, 1899, and the rules and instructions to carry the same into effect, promulgated by the Assistant Secretary of War, May 11, 1899, will be enforced and observed in the island of Puerto Rico and its dependencies from and after July 1, 1899.

I.

METHOD OF ACCOUNTING FOR INSULAR REVENUES.

1. All revenues collected and received under the United States military government of Puerto Rico, excepting those collected for the support of municipalities, are required to be paid in full to the treasurer of Puerto Rico, at San Juan, without any deduction.

2. Officers and agents who collect and receive insular revenues will not, therefore, be authorized or permitted to use and apply the same or any part thereof to the payment of the salaries and expenses of their respective officers, or for other purposes, and to charge such disbursements in their revenue accounts. Advances of money to pay needful and proper expenditures will be made to officers and agents authorized to disburse insular revenues upon requisition and warrants, as hereinafter provided, and in paying such warrants the treasurer may draw on the revenues in the hands of any officer, as hereinafter provided in paragraph 18.

3. The monthly revenue accounts rendered by the officers or agents who collect and receive insular revenues must embrace the full amounts collected and received during the month for which such accounts are respectively rendered, which amounts will be paid in full to the treasurer of Puerto Rico, as hereinafter provided; and any draft of the treasurer drawn in favor of any officer payable from revenues in his hands, as hereinafter provided in paragraph 18, when so paid, indorsed, and returned to the treasurer, will be treated as a remittance in cash.

4. The treasurer will issue receipts in duplicate for moneys paid to him, which receipts must be countersigned by the auditor of Puerto Rico, in order to make them valid vouchers. After such receipts have been countersigned by the auditor, the originals will be retained in his office and the duplicates will be delivered or transmitted by him to the officers or agents by whom the payments were made. Such duplicate receipts will constitute the official vouchers upon which the officers or agents making the payments will receive credit in the settlement of their monthly revenue accounts by the auditor, and must be transmitted with such accounts when rendered.

5. The collectors of customs and collectors of internal revenues stationed in San Juan and Ponce will each day deposit the revenues collected by them, respectively, with De Ford & Co. (the depositary for insular funds in those cities) to the credit of the treasurer of Puerto Rico and taking duplicate receipts therefor, one of which shall in each case be transmitted by the person making the deposit to the treasurer of Puerto Rico, with a written statement showing on account of what fund or class of revenues the deposit was made; and upon receiving the same the treasurer will issue his receipts in duplicate to such depositor in the manner already indicated. The receipts issued by the depositary for insular funds at San Juan and Ponce must show that the deposits are made to the credit of the treasurer of Puerto Rico, and give the names and official titles of the officers making such deposits.

6. The collectors of customs and collectors of internal revenues at ports or places other than San Juan and Ponce will transmit the funds collected by them, respectively, to the treasurer of Puerto Rico by an agent or officer of the military government duly authorized to receive and receipt for the same, who will visit the places where such collectors are stationed at least once in each month, and oftener if deemed necessary, for the purpose of receiving the funds.

7. The collectors of customs and collectors of internal revenues will deliver the packages containing the funds to be transmitted to the treasurer, with a written statement therein giving the amounts and kinds of money inclosed and on account of what funds or class of revenues the money is to be credited. Such packages will be sealed with wax and addressed to the treasurer of Puerto Rico at San Juan, and the amount and kind of money inclosed in each package must be indorsed thereon.

8. The packages when received by the treasurer will be opened in the presence of witnesses, the money counted, and duplicate receipts issued by the treasurer in favor of the officers making the payments for the respective amounts contained in the packages.

II.

RENDITION OF REVENUE ACCOUNTS.

9. All officers or agents who collect or receive revenues of any kind or class under the United States military government of Puerto Rico, excepting those collected for the support of municipalities, are required to render their accounts of the same monthly to the auditor of Puerto Rico at San Juan.

10. The rules and instructions aforementioned, promulgated by the War Department, require that such revenue accounts shall be "accompanied with proper itemized and certified statements and returns of revenue collected, showing when, by whom, and on what account paid."

11. Collectors of customs for each of the ports of Puerto Rico and its dependencies, to which collectors are assigned, will render monthly accounts of all customs revenues and duties collected directly to the auditor of Puerto Rico at San Juan.

12. Acting postmasters will render monthly accounts of all postal revenues collected and fees received from money-order business directly to the auditor of Puerto Rico at San Juan. Accounts for postal receipts and accounts for fees from money-order business must be rendered separately. Money-order statements must be rendered weekly to the auditor.

13. Collectors of internal revenues for each of the nine districts provided for in the regulations approved by the governor-general of Puerto Rico, January 28, 1899, will render monthly accounts of all internal revenues and miscellaneous receipts, of whatever kind collected and received, to the auditor of Puerto Rico through the secretary of finance at San Juan.

14. Accounts for internal revenues collected, namely, rural tax, urban tax, tax on industries, tax on commerce, taxes in arrears, and other outstanding debts will constitute one class of revenue accounts; while accounts for miscellaneous receipts collected, namely, licenses to carry arms, government fines, judicial fines, sales of unclaimed property, "canons" (rents of buildings and lands belonging to the island of Puerto Rico), rents of insular property, annuities for property formerly monarchical, state promissory notes, imposts on mineral claims, and rents of salt mines will constitute the other class of revenue accounts.

15. Collectors of internal revenue are required to render separate revenue accounts monthly of all money collected and received under each of the two classes or heads of accounts; that is, one monthly account of internal-revenue receipts (internal revenues) and another monthly account of miscellaneous receipts.

III.

DISBURSEMENTS AND THE RENDITION OF DISBURSING ACCOUNTS.

(a) Requisitions.

16. All officers and agents authorized to disburse insular revenues will make monthly requisitions for such amounts as shall be required to defray the necessary expenditures for one month to be paid by them, respectively. Such requisitions should be made at least ten days before the expiration of the month for which the funds are needed, should be transmitted to the auditor of Puerto Rico in the manner hereinafter provided, and in every case be accompanied with an itemized estimate setting forth in detail the character and class of expenditures for which the advance of funds is asked. Printed forms for requisitions and estimates will be furnished by the auditor.

17. Every requisition will be referred by the auditor, with the required information from the books in his office, to the governor-general, and after his approval of same an accountable warrant drawn upon the treasurer will be issued by the auditor and countersigned by the governor-general, payable from the proper fund. The amount of such accountable warrant will be charged on the auditor's books to the officer or agent receiving the advance of funds, and he will be held accountable therefor until his monthly account for the same with the necessary vouchers shall have been received and allowed by the auditor.

18. In the payment of such accountable warrants the treasurer will issue a draft in favor of the officer or disbursing agent to whom the warrant is made payable, such draft being drawn on the depositary for insular funds, either at San Juan or Ponce, or upon the officer himself; in which latter case the treasurer's draft so drawn will be the authority to the officer to pay the same out of revenues in his hands, and when so paid and properly indorsed such draft will be returned to the treasurer in lieu of cash when the officer makes remittances of funds to close his revenue account at the end of the month. In order that the treasurer may be advised whether the revenues in the hands of an officer are sufficient to pay the amount to be advanced on his requisition, each officer who collects revenues and also makes disbursements, in forwarding his monthly requisition to the auditor, will state the amount of revenues in his hands at the time of making such requisition.

19. Collectors of customs will forward their requisitions for the amounts necessary to pay the salaries and expenses of their respective offices for one month, with properly itemized estimates, directly to the auditor of Puerto Rico at San Juan.

20. No requisitions will be made by acting postmasters. The director-general of posts, at San Juan, will make monthly requisitions for such amounts as shall be required to pay the expenses of the postal service of Puerto Rico and its dependencies, including the salaries and expenses of all post-offices, for one month, and forward the same with an itemized estimate of the amounts required, directly to the auditor of Puerto Rico at San Juan.

21. Collectors of internal revenue for the several districts will make requisitions for the amounts necessary to pay the salaries and compensations in their respective offices, for necessary office supplies, and for all other compensations and expenses payable by them within their respective districts, and transmit with the same itemized estimates giving in detail each class and character of expenditure. The requisitions of collectors of internal revenue will be addressed to the auditor of Puerto Rico and forwarded to him through the secretary of finance at San Juan.

22. Officers making disbursements in special departments, such as the bureau of public works, board of health, insular police, bureau of education, bureau of agriculture, quarantine office, marine hospital, harbor works, provisional court, and light-houses, will forward their monthly requisitions, with properly itemized estimates of the amounts required for one month, directly to the auditor of Puerto Rico at San Juan.

(b) Rendition of accounts of disbursements.

23. The officers or agents disbursing insular revenues will render monthly accounts of their disbursements to the auditor. In such accounts the officers or agents will charge themselves with the respective amounts received upon requisitions, giving the numbers, dates, and amounts of the drafts received from the treasurer, and the warrants on which such drafts are drawn; and they will take credit for the respective amounts disbursed, which must in all cases be supported by proper vouchers. Each account of disbursement must be accompanied with an abstract of the vouchers paid, entered therein according to the numbers of the vouchers. The vouchers should be numbered consecutively, according to the dates of payment.

24. Monthly accounts of disbursements made by collectors of customs, acting as disbursing agents, will be forwarded with proper vouchers, directly to the auditor of Puerto Rico at San Juan.

25. The director-general of posts will render his monthly accounts of disbursements and expenses of the postal service, including the salaries and expenses of post-offices of Puerto Rico and its dependencies, with proper vouchers therefor, directly to the auditor.

26. Collectors of internal revenue for the nine districts of Puerto Rico and its dependencies, will render their monthly accounts of disbursements, with proper vouchers, to the auditor of Puerto Rico, transmitting the same through the secretary of finance.

27. Officers disbursing for special departments, such as the bureau of public works, board of health, insular police, bureau of education, bureau of agriculture, quarantine office, marine hospital, harbor works, provisional court, and light-houses, will render their monthly accounts of disbursements directly to the auditor of Puerto Rico at San Juan.

28. The treasurer will render his monthly account of general receipts and expenditures directly to the auditor.

29. The treasurer, as disbursing agent, will pay the salaries and contingent expenses of the office of the auditor of Puerto Rico, and such salaries and contingent expenses in the office of the governor-general and in the treasurer's office and board of prison control, as are paid from insular funds. For this purpose moneys will be advanced to the treasurer, as disbursing agent, upon monthly requisitions (with proper estimates) and accountable warrants. He will render his accounts monthly for such disbursements to the auditor.

IV.

SPECIAL INSTRUCTIONS.

30. Accounts must be rendered and stated with the United States military government of Puerto Rico and in the money of account of the United States.

31. Accounts and vouchers must be written in ink or typewritten, or with indelible pencil.

32. Accounts and vouchers should be rendered in the English language, or where the original account and vouchers are made out in the Spanish language, if possible, a correct translation into the English language must be forwarded therewith. Original vouchers will be required in all cases; copies of vouchers can not be accepted as sufficient. Where the officer, for his own protection, desires to retain an original voucher, he should take the receipts or vouchers in duplicate, forwarding the original with his account and retaining the duplicate.

33. Where the signature to a receipted voucher is not written by the hand of the party purporting to sign same, but is made by his cross mark (X), such signature must be properly witnessed.

34. All vouchers for supplies purchased should have indorsed thereon the usual certificate, stating that the prices are correct and the goods have been delivered, and vouchers for services rendered should be certified, showing that the periods of time charged for are correct, and that the services have been rendered.

35. It is made the duty of the auditor of Puerto Rico in every case where the monthly account of any officer or agent collecting or disbursing insular revenues has not been received in the auditor's office within twenty (20) days after the expiration of the month to which such account pertains, to report the name of such officer or agent and his delinquency to the governor-general for proper action. Accounts must, therefore, be rendered promptly so as to reach the auditor's office within the prescribed time.

CUSTOMS REVENUE ACCOUNTS.

36. To facilitate the labor of auditing customs revenue accounts, the collectors, in rendering the same, are required to attach together in proper order all entries and papers relating to the duties collected on account of each vessel; namely: Original manifests, original declarations with invoices and bills of lading attached, returns of tonnage dues, and returns of alien passenger tax, and to file therewith a list of the amounts collected properly footed. The returns of tonnage dues must show whether charged on the registered tonnage of the vessel or on the gross weight of the cargo unloaded. When the tonnage is charged on the gross weight of cargo unloaded and the manifest does not show the gross weight, a list of the amounts of the gross weights as set forth in the declarations, correctly footed, should be furnished with

the collector's account. Returns of alien passenger tax or head money should give the names of the persons on whose account the tax of \$1 per capita was collected.

37. The collectors of each port are required to forward with their monthly account of customs revenues collected lists of all articles remaining in the warehouses of such ports, respectively, which have not been entered for payment within five days after their arrival in port, and also lists of abandoned articles remaining in such warehouses.

38. The findings of the inspectors of customs showing the kind, quality, and quantity of articles inspected, must be indorsed on each invoice.

39. Itemized returns, duly certified, of receipts of goods sold and receipts from storage dues and seizures, must be furnished with each monthly account.

40. Declarations should not be extended by importers further than to state the rates of duties to be assessed, and the rates of duties thus stated on the invoice shall be advisory only; the final column showing the total duty to be paid should be extended by the collector and not by the importer.

41. Collectors of customs will take up and account for all consular fees received by them under the provisions of Circular No. 16, from the War Department, 1899.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General.*

General Orders, }
No. 88. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, June 27, 1899.

I. In view of existing and steadily increasing legal business requiring judicial determination, which does not fall within the jurisdiction of the local insular courts, such as smuggling goods in evasion of revenue laws, larceny of United States property, controversies between citizens of different States and of foreign states, violation of the United States postal laws, etc., and pursuant to authority from the President of the United States, conveyed by indorsement of April 14, 1899, from the Acting Secretary of War, and after full conference with the supreme court and members of the bar of the island, a United States provisional court is hereby established for the department of Puerto Rico.

II. The judicial power of the provisional court hereby established shall extend to all cases which would be properly cognizable by the circuit or district courts of the United States under the Constitution, and to all common-law offenses within the restrictions hereinafter specified.

III. Art. III, sec. 2, paragraph 1, of the Constitution is as follows:

1. "The judicial Power shall extend to all Cases, in Law and Equity, arising under this Constitution, the Laws of the United States, and Treaties made, or which shall be made, under their authority; to all Cases affecting Ambassadors, other public Ministers and Consuls; to all Cases of Admiralty and Maritime Jurisdiction; to controversies to which the United States shall be a Party; to controversies between two or more States; between a State and Citizens of another State; between Citizens of different States; between Citizens of the same State claiming Lands under Grants of different States, and between a State, or the Citizens thereof, and Foreign States, Citizens or Subjects."

IV. The decisions of said court shall follow the principles of common law and equity as established by the courts of the United States, and its procedure, rules, and records shall conform as nearly as practicable to those observed and kept in said Federal courts. Its terms and places of sitting shall be fixed by the court at such times and places as may be most convenient for the parties litigant and to insure the expeditious transaction of business.

V. The provisional court shall consist of three judges, one of whom shall be known as the law judge, and the other two as associate judges, one United States district attorney, one marshal, one clerk, three deputy clerks, one stenographer and reporter, one interpreter, one bailiff and janitor, and one messenger. The law judge shall preside and shall determine and decide all technical questions of law. A majority vote of the bench shall determine all questions of fact. The jury system may be introduced or dispensed with in any particular case, in the discretion of the court.

VI. The judges of the provisional court shall be clothed with the powers vested in the judges of the circuit or district courts of the United States.

VII. The district attorney shall be authorized to present to the court informations against all parties for violations of the United States statutes and regulations. He shall also in like manner present informations for violations of orders issued by the department commander relating to civil matters which may be referred to him from these headquarters. It shall also be his duty to represent the United States in all

suits to which it is a party and to perform such other duties as usually pertain to the district attorneys in the Federal courts of the United States.

VIII. In order to define more clearly certain branches of the criminal jurisdiction of the provisional court, it is hereby provided that it shall include and be exclusive in the following classes of cases:

First. All offenses punishable under the statutory laws of the United States, such as those indicated in Paragraph I of this order.

Second. Offenses committed by or against persons, foreigners, or Americans, not residents of this department, but who may be traveling or temporarily sojourning therein, or against the property of nonresidents.

Third. Offenses against the person or property of persons belonging to the Army or Navy, or those committed by persons belonging to the Army or Navy, not properly triable by military or naval courts, but not including minor police offenses.

Fourth. Offenses committed by or against foreigners, or by or against citizens of another State, district, or Territory of the United States residing in this department.

IX. Cases arising under Article XI of the Treaty of Peace between the United States and Spain will be determined as therein provided.

X. In civil actions when the amount in controversy is \$50 or over, and in which any of the classes of persons above enumerated in Paragraph VIII are parties, or in which the parties litigant by stipulation invoke its jurisdiction, shall be brought in the provisional court: *Provided*, That in the determination of all suits to which Puerto Ricans are parties, or of suits arising from contracts which have been or shall be made under the provisions of Spanish or Puerto Rican laws, the court shall, as far as practicable, conform to the precedents and decisions of the United States courts in similar cases which have been tried and determined in territory formerly acquired by the United States from Spain or Mexico. In all other civil actions the case shall lie within the jurisdiction of the proper insular court as now provided by local law.

XI. If any party litigant shall feel aggrieved by the judgment or decree of said court, a stay of ninety days shall be granted such party before the execution of such judgment or decree, upon the filing of a bond by him with sureties in an amount and with such conditions as the court may determine, for the purpose of allowing such party to make application to the Supreme Court of the United States for a writ of certiorari or other suitable process to review such judgment or decree. But if at the end of said ninety days such process has not been issued by the Supreme Court execution shall forthwith issue.

XII. The department commander will exercise the power of pardon, commutation, or mitigation of punishment in criminal cases.

XIII. All fees, fines, and costs paid to the clerk of the provisional court shall be turned over by him at the end of each calendar month to the treasurer of the island, with a statement of the sources from which they are received.

XIV. Members of the bar of Puerto Rico will be admitted to practice in the provisional court upon presentation of a certificate signed by the president of the supreme court of Puerto Rico certifying to their professional standing.

XV. All lawyers practicing in the provisional court who are unfamiliar with the English language shall be permitted upon application to use their own interpreter when addressing the court.

XVI. The court shall adopt an appropriate seal, which will be procured by the treasurer of the island. The clerk of the court shall have the custody of the seal for use in attesting legal documents in the usual manner.

XVII. In accordance with the provisions of Paragraph V of this order the following appointments are announced to take effect July 1, 1899:

To be law judge, Noah Brooks Kent Pettingill.

To be provisional United States attorney, J. Marbourg Keedy.

The following officers are hereby detailed on the special duty set opposite their respective names:

Maj. Eugene D. Dimmick, Fifth U. S. Cavalry, Maj. Earl D. Thomas, Fifth U. S. Cavalry, associate judges of the United States provisional court.

First Lieut. Robert Alexander, Eleventh U. S. Infantry, clerk of the United States provisional court.

Private Samuel C. Bothwell, Troop D, Fifth U. S. Cavalry, is detailed on special duty as marshal of the United States provisional court.

The necessary deputies will be detailed in subsequent orders.

The officers named will proceed to San Juan and report to the adjutant-general of the department.

The travel enjoined is necessary for the public service.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General*.

General Orders, }
No. 91.

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, June 29, 1899.

I. A superior board of health is hereby constituted for Puerto Rico, the authority of which will extend throughout this department, and to which all local boards of health will regularly report.

The board will for the present be composed of six members, as follows: Maj. John Van R. Hoff, surgeon, U. S. A., chief surgeon of the department; Surg. Arthur H. Glennan, U. S. Marine-Hospital Service; Surg. F. W. F. Wieber, U. S. N.; Dr. George G. Groff; Dr. Gabriel Ferrer, and Dr. Ricardo Hernandez.

The chief surgeon of the department will act as president of the board and Dr. George G. Groff is appointed secretary and treasurer.

The office of the board will be at these headquarters, where its meetings will ordinarily be held at such times as may be appointed. Four members will constitute a quorum.

The board will meet as soon as practicable to prepare regulations covering the scope of its work, which will be submitted to the department commander.

II. On and after July 1, 1899, the management and control of the insane asylum at San Juan, now under charge of the bureau of education, will be transferred to the superior board of health of Puerto Rico, and the public funds allotted for the support of the asylum will be disbursed and accounted for by the treasurer of the board under its direction.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General.*

General Orders, }
No. 93.

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, July 8, 1899.

With a view to lessening the expenses of school administration and to securing the advantage of competent counsel in educational matters, and upon the recommendation of the director of public instruction, a board of education similar to like boards in States of the Union is hereby constituted for this island. This board shall act in a general advisory and superintending capacity over the educational interests of Puerto Rico, and shall report directly to the governor-general of the island.

I. This board will consist of five members, who shall be men conversant with educational affairs, and who are willing to serve without compensation, except for necessary traveling expenses. Three members shall constitute a quorum for the transaction of business.

II. Meetings shall be held monthly at the office of the president of the school board, in San Juan, and at such other times as the board may deem necessary.

III. The employees of the bureau of education, as provided for in the educational budget for the coming fiscal year, shall be transferred to the board of education, and said bureau shall cease to exist with the issue of this order. The president of the school board shall perform the duties formerly falling upon the director of public instruction, except so far as they are modified by this order.

IV. The duties of the board of education shall be—

1. To receive complaints and petitions from citizens or teachers affecting public instruction, and to act upon the same.

2. To approve the warrants for appropriations due the bureau of education and to audit and approve the monthly financial report to the director of public instruction to the auditor of the island.

3. To approve the appointment of administrative officers and teachers in secondary and higher schools.

4. To grade schools and determine the courses of studies, examinations, and standard of requirements to be maintained in schools of different grades; to grant charters to private educational institutions desiring to confer degrees; to grant diplomas to students who have completed required courses in chartered educational institutions or in a public institution under the direct supervision of the board.

5. To decide, subject to the approval of the governor-general, upon the sites and location of public educational institutions under the direct control of the State, and upon the appropriations necessary for the support of the same, and to supervise and control the erection, maintenance, and repairs of buildings occupied by such institutions, and of the furniture and apparatus employed in the same.

6. To nominate to the governor-general suitable persons as members of the local boards of trustees in each municipality to discharge the duties now performed by local juntas of public instruction wherever in the judgment of the board such change is deemed advisable.

7. To make a quarterly return to the governor-general of the property of the bureau of education and the institutions under its direct charge, with a list of their employees and salaries.

8. To recommend modifications and amendments to the school laws.

9. Appeal from the decisions of the board may be taken to the governor-general.

V. The following gentlemen, having consented to serve under the conditions stated in this order, are hereby appointed members of the board of education of Puerto Rico:

Victor S. Clark, Ph. D., acting director of public instruction, San Juan (ex officio); George G. Groff, M. D., Ph. D., ex-president Bucknell University, Pennsylvania, San Juan; Prof. Henry Huyke, Arroyo; José E. Saldaña, M. D., San Juan; R. H. Todd, San Juan.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General.*

General Orders, }
No. 95. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
SAN JUAN, *July 11, 1899.*

Upon the recommendation of the secretary of justice the primary court of the district of the cathedral, in the city of San Juan, is hereby discontinued.

The business pending before this court, together with the records thereof, will be transferred to the primary court of the district of San Francisco, which will hereafter be designated as the primary court of the district of San Juan.

The jurisdiction of the primary court of the district of San Juan will embrace the districts heretofore controlled by the primary courts of the district of the cathedral and San Francisco, including the district of Bayamon, which is transferred from the jurisdiction of Vega-Baja.

The officials and employees of the primary court of the district of the cathedral will be discharged, to date July 15, 1899.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General.*

General Orders, }
No. 97. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, *July 14, 1899.*

The following rules will be observed as respects the conduct of the public business in the several civil departments and bureaus:

I. The heads of the several civil departments and the heads of bureaus and offices which are independent of the civil departments will have the control and management of the administrative and executive work committed to their charge. They will be held responsible that the work of their respective offices is efficiently performed and that all persons employed under their direction render full and efficient service.

II. Officials and others who are receiving salaries exceeding \$1,200 per annum will not be appointed, discharged, or promoted without the approval of the governor-general, but this approval is not necessary with respect to discharges, appointment, or promotion of employees whose rate of compensation is \$1,200 per annum and less. Action with respect to the latter class of employees will rest with the head of the department, office, or board, as the case may be.

III. Officials, clerks, and other employees provided for and authorized to be employed in any department, office, board, or bureau will not be assigned to duty or permitted to work in any other office, board, or bureau.

IV. The allowance in the annual budget for any branch of the public service will not be exceeded without the express authority of the governor-general given in writing.

V. In view of the unavoidable delay in publishing the budget for the fiscal year 1899-1900 it is ordered that all officials and employees who continue in office shall receive their salaries from the 1st of July and during their employment in accordance with the budget for the current year, but those holding positions that have been discontinued and are not hereafter to be allowed will be paid to date of their discharge in accordance with the allowances made therefor in the last annual budget.

VI. The use of the "penalty" envelope in the transaction of official business by the heads of departments, boards, bureaus, and the higher courts of justice connected with or carried on under the military government of the island is allowed, but courts of first instance have an allotment for postage in the budget and will not therefore be permitted to use the penalty envelopes. The postal expenses of municipal gov-

ernments and municipal courts are to be provided for by their respective municipal councils.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General.*

General Orders, }
No. 98. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, July 15, 1899.

In order to further reduce public expenditures, and in practical accordance with the recommendations of committees composed of public-spirited citizens of this island, whose advice and counsel has been solicited, and with the advice of the secretary of justice, it is hereby ordered as follows:

I. The department of justice will hereafter exercise no control over the courts, and the judiciary will be entirely independent. Judges, however, will be subject to impeachment, and subordinate court officers and employees will be liable to prosecution for official misconduct as hereinafter provided.

II. The department will hereafter be charged only with duties similar to those which pertain to the Department of Justice and the office of the Attorney-General in the United States and in the several States of the Union, such as rendering opinions on contracts to which the insular government is a party, investigate claims against the insular government, prosecuting officials of the insular government for malfeasance in office, investigating titles to public lands, interpretation of laws for the guidance of the executive departments, supervising prosecuting attorneys in the various insular courts, etc.

III. The department of justice will be under the direction and control of a judicial board of five members, all of the legal profession, who are willing to serve without salary for such services.

IV. The office of the department of justice will be under the immediate charge of a solicitor-general, who, under the direction of the board, will perform all the duties appropriately pertaining to the office, as indicated in Paragraph II.

V. The office of the secretary of justice is hereby discontinued. The secretary of justice will turn over to the solicitor-general all the books, records, furniture, and other property pertaining to his office, together with a list of employees and the salaries of each.

VI. Subject to the approval of the judicial board, the solicitor-general will employ the necessary clerical force for the proper performance of his duties, and will be responsible for the safe-keeping of all books, records, office furniture, and other property which may be intrusted to him.

VII. The solicitor-general will render to the governor-general, through the judicial board, a quarterly return of all property pertaining to his office, together with a list of his employees and the salaries of each.

VIII. Questions requiring investigation, legal opinions, or report from the department of justice will be transmitted to the solicitor-general through the judicial board, and returned through the same channel.

IX. The solicitor-general will act as secretary of the judicial board of the department of justice. In case of his absence through sickness or other unavoidable cause, his chief clerk will so act.

X. The judicial board will meet one day in each week in the office of the solicitor-general, and at such other times as they may deem necessary. Three members shall constitute a quorum. It will be their duty to receive from the solicitor-general all reports, opinions, and recommendations which he may submit, and transmit them with their remarks to the governor-general. They will also propose to the governor-general, from time to time, such reforms in the laws and in the procedure of the courts as they may deem wise.

XI. It will be the duty of the judicial board to present to the supreme court, through its fiscal, articles of impeachment against any judge of an insular court, except a justice of the supreme court, against whom they may receive charges of corruptions or malfeasance in office, or of immoral or vicious habits unbecoming his station.

XII. The fiscal of the supreme court shall prosecute all such cases of impeachment so presented, and shall be assisted in this duty by the solicitor-general.

XIII. Where complaints are presented against a member of the supreme court, the judicial board shall submit the matter to the governor-general, who will name a special commission of five judges to try and determine the case.

XIV. The solicitor-general shall prosecute impeachments against members of the supreme court. He shall also file informations and prosecute the same, or cause them

to be prosecuted, before the proper tribunals in all cases of official misconduct on the part of other officers, secretaries, clerks, bailiffs, and other employees of the insular courts or of the insular administrative departments or members of the insular police.

XV. It shall also be the duty of the judicial board to nominate to the governor-general suitable persons for appointment as judges and fiscals of all the courts whenever vacancies occur.

XVI. Any resident of the island can file informations against any magistrate, judge, or judicial officer for misconduct in office or immoralities in private life unbecoming his station, subject to the usual penalties for false and malicious accusations.

XVII. In case of conviction of any judge or other court officer or employee, the sentence shall include dismissal from office.

XVIII. All judges and judicial officers are enjoined to abstain from active participation in partisan politics.

XIX. The following-named gentlemen, having consented to serve, are hereby announced as constituting the judicial board: Hon. D. Hilario Cuevillas Hernández; Hon. N. B. K. Pettingill, judge United States provisional court; Maj. A. C. Sharpe, inspector-general, acting judge-advocate; Hon. Juan Hernández Lopez, and Hon. Manuel F. Rossy.

XX. Hon. Rafael Nieto Abeillé is hereby appointed solicitor-general.

The foregoing appointments will take effect this date.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General*.

General Orders, }
No. 99. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, July 15, 1899.

Chaplain Henry A. Brown, U. S. A., is appointed inspector of the orphan asylum in this city and will report fully to these headquarters respecting the conduct of that institution.

All complaints respecting bad food or treatment that may come to the attention of Chaplain Brown will be fully investigated, and abuses, if any exist, will be corrected. He is authorized to give the necessary orders in each case and see that they are carried out, making report of his action to these headquarters.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General*.

General Orders, }
No. 100. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, July 15, 1899.

First Lieut. James J. Hornbrook, Fifth United States Cavalry, is appointed secretary and treasurer of the board of prison control, established by General Orders, No. 77, current series, these headquarters, and so much of Paragraph VII of that order as relates to the secretary of the board is revoked. Lieutenant Hornbrook will report to the president of the board.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General*.

General Orders, }
No. 101. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, July 18, 1899.

1. From and after this date the sale of fresh meat throughout the island by the system known as subasta (or auction) is prohibited. Contracts now existing, if any, shall be limited to expire not later than July 31, 1899. Any person whose cattle can pass the inspection of the municipal authority appointed for such object shall (after paying the slaughterhouse dues fixed by the municipal authorities) be allowed to slaughter them at a place which the alcaldes shall designate for the purpose in his own municipality, and shall be permitted to freely expose said meat for sale in any building or market place in the municipality in which the cattle may be slaughtered which fulfills the requirements of public hygiene, without tax or license of any kind.

2. Every meat market, butcher's stall, or other place in which meat is exposed for sale shall have posted therein in a conspicuous place a price list of the various classes of meat for sale. Sales of meat not named in this list or at prices different from those so stated are prohibited. But this does not apply to contracts with the Army or Navy.

3. No municipality shall pass any measure excluding the introduction of live meat from any other municipal district. The suitability of cattle for slaughter shall be decided by the inspector of the slaughterhouse.

4. Nothing in these rules is to be construed as preventing the introduction of refrigerated native meat into any municipality, provided it is accompanied by a proper certificate from the health authorities of the municipality in which it is killed, which shall also state the hour at which the meat has been slaughtered and prepared for shipment. No restriction shall be imposed by any municipality upon the free sale of imported refrigerated meats, subject to the usual hygienic inspection.

5. Appeal from the decision of the meat inspector in places where troops are on duty may be taken to the board of health. In places where no troops are on duty appeal may be taken to the alcalde. The decision of these officers shall be final.

6. The alcalde of each municipality shall submit, for the approval of the commanding general, a scale of slaughterhouse charges, such as may be absolutely necessary to cover expenses.

7. A copy of this order in Spanish shall be posted in every alcaldia. Each municipality is also authorized to enact any regulations beneficial to or needed for public hygiene, but they must be free of taxation in any shape.

8. If, in the judgment of any municipal corporation, the system of "free slaughter" should, on account of special circumstances and existing local conditions, prove detrimental to the public health and the interest of the community under its jurisdiction, a report to this effect, setting forth a clear and precise statement of the causes, will be submitted to the secretary of state within ten days after the promulgation of this order, together with an application soliciting special authority to apply the "contract system," if in their judgment such action is deemed necessary to insure justice and equity to all concerned. Requests of this nature will be accompanied with the necessary evidence in justification thereof, together with a proposed scale fixing the maximum prices of the several kinds of meats offered for sale.

9. Whenever a municipal corporation has been authorized to resort to the "contract system upon a fixed scale," the reasons therefor will be published for the information of the public concerned. This authority will only be granted upon the condition that when the bids for contracts exceed the rate fixed, the bids will be rejected and the municipality charge itself with the service of slaughter through administrative methods. The regulations in this respect shall only provide for the actual expenses incurred and for the time intended to be covered by contract had the bids not been rejected.

10. It is the purpose of this order to secure the absolute freedom in the sale of meats, fish, and fowl, subject only to necessary hygienic regulations. Any person convicted of obstructing or interfering with the full operation of this order shall, for each such offense, be subject to a fine of 100 pesos. It is hereby made the duty of all boards of health, fiscals, judges of instruction, alcaldes, town councils, and municipal police officers to see that the spirit of this order is fully observed.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General.*

General Orders, }
No. 102. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, July 18, 1899.

For the information of all concerned the following orders are published relative to the duties of the superior board of health constituted for the island of Puerto Rico by General Orders, No. 91, current series, these headquarters.

It shall be the duty of the superior board of health:

I. To have general supervision of all the interests of the public health of the island, and to especially study its vital statistics.

II. To make sanitary investigations and inquiries respecting the causes of disease, and especially of epidemic diseases, including those of domestic animals, the sources of mortality, and the effects of localities, employments, condition, habits, food, beverages, and medicine on the health of the people.

III. To disseminate information upon these and similar subjects among the people.

IV. To institute sanitary inspections of all public institutions or places throughout the island.

V. To consider and report to the governor upon the plans and specifications for all new water supplies, drainage, sewerage plants, and public institutions of all kinds, or for alterations in such public works or institutions. Copies of such plans and specifications will be filed in the office of the board.

VI. To suggest amendments to the sanitary laws of the island, and to have power to enforce such regulations as will tend to limit the progress of epidemic diseases.

VII. To have power and authority to order nuisances, or the causes of any special diseases or mortality, to be abated and removed, and to enforce such interior quarantine regulations as said board shall direct, in cities, municipalities, districts, or places where there are no local boards of health, or in case the sanitary laws or regulations should be inoperative in places where boards of health or health officers exist. Any person who shall fail to obey or shall violate such order, shall upon conviction be sentenced to pay a fine of not more than \$100, or be imprisoned for not more than sixty days, at the discretion of the court.

VIII. To have general supervision of the insular system of registration of births, marriages, and deaths, and of prevalent diseases, and to insure the faithful recording of the same; also to prepare the necessary methods, forms, and blanks for obtaining and preserving such statistics.

IX. To prepare regulations governing the admittance of persons to the practice of medicine and surgery, pharmacy, dentistry, midwifery, embalming, and undertaking, and to enforce such regulations as are adopted by the government of the island.

X. To inquire into and report upon violations of laws governing the purity and wholesomeness of foods, drinks, drugs, and medicines. To submit through the governor of the island regulations to control offensive and dangerous occupations, and to report upon and make recommendations regarding any special sources of danger to life or person.

XI. To require all health officers and health boards throughout the island to forward to the superior board copies of all their reports and publications and such other sanitary information as it may request. To require reports and information concerning such matters or particulars in respect to which it may in its opinion need information for the proper discharge of its duties, from all public dispensaries, hospitals, asylums, infirmaries, prisons, penitentiaries, schools, and from the managers, principals and officers thereof, and from all other public institutions, their officers and managers, and from the proprietors, managers, lessees, and occupants of all places of public resort throughout the island.

XII. To from time to time engage suitable persons to render sanitary service, or to make or supervise practical and scientific investigations and examinations requiring expert skill, and to prepare plans and reports relating thereto. This regulation must not be considered as authorizing any expenditure beyond the sum specifically allotted to the board for such purposes in the annual budget. When the cost of such investigations exceeds the allotment, special authority for the expenditure must be obtained from the governor of the island.

XIII. To make a written report to the governor on or before June 30 of each year, covering the general sanitary conditions of Puerto Rico, the work of the officers and agents of the board, and a detailed statement by the treasurer of all moneys received and disbursed during the year. To submit special reports from time to time as the occasion may demand.

XIV. To especially supervise subjects directly relating to public health, as follows:

- (1) Public water supplies.
- (2) Markets, bakeries, groceries, and milk depots.
- (3) The purity and wholesomeness of all foods, drinks, liquors, drugs, and medicines.
- (4) Public institutions, schools, asylums, jails, hospitals, dispensaries, barracks, court rooms, theaters, etc.
- (5) Tenement houses.
- (6) Vital statistics—marriages, births, deaths.
- (7) Licensing and registration of physicians and surgeons, dentists, pharmacists midwives, undertakers, etc.
- (8) Plumbing and registration of plumbers.
- (9) Sewering.
- (10) Street cleaning.
- (11) Privies, water-closets, cesspools, etc.
- (12) Nuisances.
- (13) Slaughterhouses, stables, yards.
- (14) Contagious and infectious diseases.
- (15) Trades, factories, and industries offensive or injurious to the public health.
- (16) Undertaking and cemeteries.
- (17) Disinfection.
- (18) Licenses and permits.
- (19) Vaccination and the production of vaccine virus.
- (20) Diseases of domestic animals communicable to man.
- (21) Interior quarantine.
- (22) Poisons, explosives, and special sources of danger to life and person.
- (23) Sanitary supervision of travel and traffic.

XV. To institute prosecutions for violations of the provisions of this order in the nearest local court, or in the United States provisional court, as the governor may direct.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General.*

General Orders, }
No. 103. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, July 20, 1899.

I. For the purpose of facilitating preliminary inquiries into criminal charges made against persons who would be tried before the United States provisional court, under General Orders, No. 88, current series, these headquarters, it is hereby ordered that the commanding officers of the military posts within this department, shall act ex officio as United States provisional court commissioners, and that as such they shall have the power to administer oaths, issue warrants of arrests, and hold preliminary hearings for the purposes hereinafter provided.

II. Whenever any person shall apply to any post commander, or other court commissioner, for a warrant of arrest and shall make oath in writing before him, setting forth the commission by any party of an offense which comes within the jurisdiction of the United States provisional court, under the terms of General Orders, No. 88, current series, these headquarters, it shall be the duty of such post commander, or other court commissioner, to take the oath of such person and forthwith to issue a warrant to arrest and bring the party so charged before him for a preliminary inquiry into the facts of the charge so made. Such inquiry shall be made at as early a day as the witnesses can be conveniently brought before such commissioner, and after an examination of all the witnesses produced before him, said commissioner shall decide from the evidence whether there appears probable cause of the guilt of the defendant. If he finds such probable cause, the commissioner shall bind the defendant to appear for trial before said United States provisional court at its next term to be held at the place most convenient to the place of hearing and fix such bail as in his judgment the case demands. If the commissioner finds no probable cause of the defendant's guilt, the defendant shall be discharged and the complaining witnesses shall be adjudged to pay all the costs which such defendant may prove he has incurred by such hearing.

III. In case any commissioner shall adjudge costs against a complaining witness under the preceding section, such commissioner shall forthwith send to the clerk of the said United States provisional court a certificate setting forth that such a hearing has been had, and such adjudication made, and upon the recording of such certificate in the judgment docket, it shall have all the force and effect of a judgment of said United States provisional court.

IV. The court commissioners aforesaid shall have the further authority to approve bonds of defendants bound over under the provisions of Paragraph II hereof: *Provided*, That in each case the bond must be signed by two good and sufficient sureties. In all cases where persons are bound over under the provisions of this order, the commissioner shall upon the conclusion of the proceedings before him, transmit all papers in each case under seal to the prosecuting attorney of said United States provisional court.

V. In case a defendant is bound over at a preliminary hearing and is unable to give bond, or the commissioner finds that the offense is not a bailable one, he shall forthwith send the prisoner, under proper guard, to be delivered into the custody of the marshal of the said United States provisional court.

VI. Said court commissioner shall also keep a docket containing a memorandum of each preliminary hearing held before him, the number of witnesses examined on each side, the amount of bond required, if defendant was bound over, and the disposition made of the defendant. All commissioners will submit at the end of each quarter, to the clerk of said United States provisional court, a duly certified copy of this docket. Whenever a post commander, acting as commissioner, is transferred from his station, he will immediately submit to the said clerk of said United States provisional court a certified copy of his docket, covering the cases heard by him during the portion of the quarter in which his transfer takes place.

VII. Post commanders will exercise great care in their inquiries to determine whether the cases brought before them fall clearly within the provisions of General Orders, No. 88, current series, these headquarters. In case any doubt should arise regarding the question of jurisdiction the commissioner will suspend the hearing and report the matter to the provisional court for instructions.

VIII. All correspondence relating to the duties herein prescribed will be conducted directly between the provisional court and the commissioners.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General.*

General Orders, }
No. 104. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, July 19, 1899.

I. Under the provisions of paragraph 16, General Orders, No. 87, current series, these headquarters, Francisco Acosta, chief clerk in the office of the solicitor-general, is designated as disbursing officer for the officers and employees of the solicitor-general's office and for the judges, court officers, secretaries, clerks, and officials of the insular courts in San Juan. He will furnish a bond in such an amount as may be determined by the judicial board for the faithful discharge of his duties. He will also prepare monthly separate memorandum estimates of funds for salaries and expenses of all the courts of the island and submit them through the solicitor-general to the judicial board for examination and approval. These the judicial board will forward with their approval to the auditor of the island.

II. The payment of the salaries and expenses of the insular courts located outside of San Juan will be made by the collectors of internal revenue, who will forward their monthly estimates for funds to the secretary of finance before the 20th of each month.

III. Hereafter when any insular court imposes confinement as a punishment for crime, it will at the same time designate the prison in which the confinement is to be executed. On the date on which the prisoner is sent to the prison so designated the court will transmit a transcript of the sentence to the warden of the designated prison, and a duplicate copy of the same to the secretary of the prison board at San Juan.

The practice of sending these reports to the department of justice will be discontinued.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General.*

General Orders, }
No. 105. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, July 19, 1899.

Upon the recommendation of the judicial board the operation of General Orders, No. 95, current series, these headquarters, is temporarily suspended.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General.*

General Orders, }
No. 106. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, July 21, 1899.

Paragraph 4 of General Orders, No. 87, of June 26, 1899, is hereby amended so that it shall read as follows:

"4. The treasurer will issue receipts in duplicate for moneys paid to him, which receipts must be countersigned by the auditor of Puerto Rico, in order to make them valid vouchers. After such receipts have been countersigned by the auditor, the originals will be retained in his office and the duplicates will be delivered or transmitted by him to the officers or agents by whom the payments were made. Such duplicate receipts will constitute the official vouchers upon which the officers or agents making the payments will receive credit in the settlement of their monthly revenue accounts by the auditor, and must be transmitted with such accounts when rendered. Acting postmasters will, at the beginning of each month, make remittances to the director-general of posts at San Juan of all postal revenues and money-order fees received by them respectively during the preceding month. The director-general of posts will receipt in duplicate for such remittances, forwarding one receipt to the party making the remittance and the other to the auditor of Puerto Rico, and he will deposit such remittances, in the names of the respective persons making the same, with the treasurer of Puerto Rico, who will issue his receipts in duplicate therefor."

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General.*

General Orders, }
No. 108. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, July 28, 1899.

The degree of bachelor in the educational system of Puerto Rico will be no longer issued. In lieu thereof there will be furnished by the insular board of education and signed by the president thereof, a certificate, containing a statement of the subjects that have been completed by students to whom the degree of bachelor was for-

merly conferred. For this certificate there will be no charge, and it will have all the force that belonged to the degree formerly given.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General.*

General Orders, }
No. 109. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, July 31, 1899.

The United States provisional court, instituted by General Orders, No. 88, current series, these headquarters, having been vested with jurisdiction over cases arising in Puerto Rico under United States statutes, the following section of these statutes will apply to this military department (in addition to the existing local law, articles 150 and 249, Penal Code) and are published for the information and guidance of all concerned:

* * * * *

"Sec. 5336. If two or more persons (in any State or Territory) conspire to overthrow, put down, or to destroy by force the Government of the United States, or to levy war against them, or to oppose by force the authority thereof, or by force to prevent, hinder, or delay the execution of any law of the United States, or by force to take, seize, or possess any property of the United States contrary to the authority thereof, each of them shall be punished by a fine of not less than five hundred dollars and not more than five thousand dollars, or by imprisonment, with or without hard labor, for a period not less than six months nor more than six years, or by both such fine and imprisonment."

* * * * *

"Sec. 5283. Every person who, within the limits of the United States, fits out and arms, or attempts to fit out and arm, or procures to be fitted out and armed, or knowingly is concerned in the furnishing, fitting out, or arming, of any vessel with intent that such vessel shall be employed in the service of any foreign prince or state, or of any colony, district, or people, to cruise or commit hostilities against the subjects, citizens, or property of any foreign prince or state, or of any colony, district, or people with whom the United States are at peace, or issues or delivers a commission within the territory or jurisdiction of the United States, for any vessel, to the intent that she may be so employed, shall be deemed guilty of a high misdemeanor, and shall be fined not more than ten thousand dollars, and imprisoned not more than three years. And every such vessel, her tackle, apparel, and furniture, together with all materials, arms, ammunition, and stores, which may have been procured for the building and equipment thereof, shall be forfeited, one-half to the use of the informer and the other half to the use of the United States."

* * * * *

The following are authoritative opinions relating to the foregoing statutes:

"It is also a well-established principle of American law that if a publication be calculated to alienate the affection of the people by bringing the Government into disesteem, whether the expedient resorted to be ridicule or obloquy, the writer and publisher are punishable; and whether the defendant really intended by his publication to alienate the affection of the people from the Government or not, is immaterial; if the publication be calculated to have that effect it is seditious.

"Depredations by our citizens upon nations at peace with the United States, or combinations for committing them, have at all times been regarded by the American Government and people with the greatest abhorrence. Military incursions by our citizens into countries so situated, and the commission of acts of violence on the members thereof, in order to effect a change in its government, or under any pretext whatever, have from the commencement of our Government been held equally criminal on the part of those engaged in them, and so much deserving punishment as would be the disturbance of the public peace by the perpetration of similar acts within our own territory.

"No individuals have a right to hazard the peace of the country or to violate its laws upon vague notions of altering or reforming governments in other States."

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General.*

General Orders, }
No. 110.

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, August 2, 1899.

Municipal councils are hereby authorized to appoint and dismiss municipal policemen for their respective localities. The exclusive authority heretofore exercised by the mayors for this purpose is hereby revoked. Councils will exercise great care in selecting only such persons for appointment to the police force as are of good moral character and intelligence and are physically qualified for the performance of this important duty. They are also charged with the enforcement of the rules for the government of the police force of their respective municipalities.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General.*

General Orders, }
No. 111.

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, August 3, 1899.

I. Civil employees connected with the insular government who are charged with the disbursement of funds will be required to furnish bonds of fidelity, forms of which will be furnished by the auditor of Puerto Rico.

II. Chiefs of departments, bureaus, offices, and administrative boards will see that all employees referred to in the preceding paragraph are required to furnish bonds as herein directed.

The bonds may be—

In money of the United States, deposited with the treasurer of Puerto Rico, a written instrument accompanying the same to show the character and purpose of the deposit.

In the form of a paper signed by the disbursing employee and two sureties, each of the latter to be held jointly and severally responsible for the whole amount of the bond, and each to make affidavit that he is worth double the amount of the sum stated in the bond over and above all his debts and liabilities. The sureties on the bond must be residents of the island of Puerto Rico. Those not owning unencumbered property in Puerto Rico of double the value of the bond named will not be accepted as bondsmen. A description of said property must be given.

The bond may also be given by a surety company doing business in Puerto Rico, whose character for responsibility is approved by the governor-general. The responsible representative of the surety company and the principal or disbursing officer must both sign the bond.

III. Every bond of fidelity that may be tendered must be approved by the treasurer of Puerto Rico and made payable to or collectible by the treasurer of the military government of Puerto Rico.

IV. Civil employees now in office who are not under bond must furnish the same with the least possible delay. Those who may be hereafter appointed must qualify by filing their bonds before entering upon their respective duties. The certificate of the auditor to the fact of the filing and the sufficiency of the bond will evidence those facts.

V. Bonds of fidelity will be sent to the treasurer of the island through the office of the auditor of Puerto Rico. No bonds will be required of commissioned officers of the Army or Navy who are engaged in disbursing duties.

VI. The bonds required of civil disbursing officers will be determined and fixed by the auditor of the island, who is authorized to correspond directly with the heads of offices and their disbursing officers in respect to bonding.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General.*

General Orders, }
No. 112.

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, August 7, 1899.

Information having been received at these headquarters regarding the official action of the various boards of supervisors at the election for municipal officers held at Adjuntas on the 25th of July last, a careful investigation has been made by the commanding general of all the facts connected with this matter.

1. It appears that during the noon hour on the day of election the various boards of supervisors adjourned for breakfast, suspending the election for a certain period of time, removing the ballot boxes from public view and carrying them to private houses or hotels where the supervisors were taking breakfast.

It further appears that the ballot boxes during this interval of time were kept constantly in the possession of and under the eye of the supervisors, and there is no evidence that they were tampered or interfered with in any way.

The commanding general is satisfied that no corrupt practices were resorted to in this matter, and that the election was fairly conducted and is a just expression of the choice of the people of Adjuntas; but inasmuch as the ballot boxes were removed from the polling places, and thus withdrawn for a time from public view, it may be regarded technically as a vitiation of the election, and in order that every appearance of illegality may be removed another vote is hereby ordered to be taken at Adjuntas for this purpose on the 22d day of August, 1899.

2. A new board of registration of five members will be organized by the commanding officer at Adjuntas, consisting of one army officer as president, and two members of each of the political parties. Each civilian member of this board before entering upon his duties will take oath before the municipal judge (for which oath there will be no charge or fee) for the faithful discharge of his duties. After this board is thus duly qualified, the commanding officer at Adjuntas will turn over to it the official list of voters which was prepared by the former board of registration, which shall be regarded as the official list of voters. The board will post copies of this list for three days prior to the day of election at the post-office, the alcalde's office, and such other public places as it may deem advisable.

3. It having been alleged that certain persons not bona fide residents of Adjuntas, and therefore not qualified to vote at that place, were included in this list of voters, the new board of registration will convene and remain in session three days after the public posting of the lists for the purpose of receiving challenges or objections to any of the voters named in said list. The place, dates, and hours of meeting of said board shall be publicly announced by the commanding officer by posters at the post-office, the alcalde's office, and in such other manner as he may deem proper.

4. The qualifications of a voter are that he must be a bona fide male resident of the municipality; he must be over 21 years of age, a taxpayer of record at the date of this order, or must be able to read and write; he must have resided upon the island of Puerto Rico for two years next preceding the election and for the last six months of that time within the municipality of Adjuntas.

5. In determining the ability of voters to read and write any standard book or newspaper may be used by the board of registration, the voter being required to write one or more phrases from dictation.

6. No challenges will be received at the polls except as to the identity of voters with the persons whom they represent themselves to be, named in the official list.

7. Upon the revision and completion of the polling lists the board of registration will certify to the correctness of the lists, each member signing the certificate, and will then turn the lists over to the proper boards of supervisors.

8. Boards of supervisors to superintend the balloting, and each to consist of one army officer as president and one member each of the opposing political parties, will be appointed by the commanding officer at Adjuntas. Each civilian member of these boards shall take oath as prescribed in paragraph 2 of this order for the faithful discharge of his duties.

9. Should there be any doubt in the mind of any member of the board of supervisors as to the identity of a voter with the person whom he represents himself to be, proof will be required to establish his identity to the satisfaction of the board.

10. Any person who fraudulently votes, or attempts or offers to fraudulently vote, shall, upon conviction thereof, be subjected to a fine of \$100, or imprisonment at hard labor for three months, or both such fine and imprisonment at the discretion of the court.

11. It shall be the duty of each member of the boards of supervisors having knowledge of fraudulent voting or of attempt to fraudulently vote to file information in the proper court against the person so offending. Upon receipt of such information the court will institute the proper proceedings without delay.

12. For the purpose of establishing the identity of voters whose identity is challenged the president of the board of supervisors in each polling place is empowered to administer oaths to the challenged party and to the witnesses whom he may produce to establish his identity. False swearing under this article shall be subject to the same pains and penalties as perjury.

13. The Australian ballot will be used. The necessary ballots will be prepared by the commanding officer at Adjuntas, being identical in every detail with those that were used at the election of July 25 last.

In voting for councilmen each elector will be permitted to vote for not more than eight candidates of one party, so as to permit the defeated party to have a minority representation of four members in the council.

Voters are cautioned to put no writing or marks on the ballot except a characteristic mark, thus X, or thus +, in the margin opposite the name of the person for whom they desire to vote. Ballots otherwise marked will be rejected.

In case of a tie vote between councilmen of the same party, that one will be declared elected whose name appears nearest the head of the list on the ballot.

In case of a tie vote between councilmen of different parties, those will be declared elected whose party elects the alcalde.

14. From the hour that the polls open until they close the ballot boxes shall remain publicly exposed in the custody of the proper boards of supervisors.

15. Ballot boxes must not be removed from the polling places until the polls are closed.

16. No polling places shall be located outside the limits of the town of Adjuntas.

17. All polling places and the hours for balloting will be publicly announced by the commanding officer at Adjuntas, by written or printed posters displayed at the post-office, and at the alcalde's office; also in such other manner as he may deem proper, at least three days before the day of election. This order will in like manner be published for three days.

18. Every precaution will be taken to see that every person who is entitled to vote has opportunity to do so. The necessary precautions will be taken by the commanding officer at Adjuntas to avoid disturbances at the polls and to keep the way to the ballot boxes unobstructed.

19. Immediately after the polls are closed the various boards of supervisors will begin the counting of the ballots which have been deposited in the ballot boxes under their particular charge. The ballots will be carefully preserved. A certificate of the count and result of the votes will be signed by the three members of the board, and shall state that the vote was conducted fairly and honestly, or shall state such irregularities, if any, as may have occurred. All the ballots, together with the certificate of the board, will, in the presence of the board, be inclosed in one package, carefully sealed, and delivered by the board immediately to the commanding officer at Adjuntas. These packages, with seal unbroken, will be brought by the commanding officer at Adjuntas to these headquarters by the first available transportation.

20. In determining any question that may come before any of the boards a majority vote of the members of the boards will decide.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General.*

General Orders, }
No. 113. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, August 7, 1899.

Upon recommendation of the board of education, it is hereby ordered that the funds appropriated by the insular government for the support of the public schools shall be apportioned as follows:

1. On or before the 20th of each month the disbursing officer of the insular board of education shall deposit with the government's bankers in San Juan the money appropriated for the public schools for that month, to the credit of the treasurers of the different municipalities, pro rata, according to the share of the annual appropriation that each municipality respectively receives. Each municipal treasurer shall give vouchers in triplicate for the sum so received to the disbursing officer of the insular board of education.

2. The money so deposited shall be expended each month by the treasurers of the municipalities exclusively for the payment of the salaries of legally qualified teachers serving in the public schools of each municipality under legal contract, approved by the insular board of education. The municipal treasurer shall receive for all payments so made vouchers approved by the president and the secretary of the local board of education, and signed in duplicate by the teachers. One copy of said vouchers shall be filed with the disbursing officer of the insular board of education before the appropriation for the subsequent month is received.

3. When the number of schools in any municipality is increased by the organization of new districts or otherwise, the municipal treasurer shall divide the money received from the insular government among all the teachers serving in this municipality, pro rata, in proportion to the full salary received by each teacher according to the grade of his school. The additional amount necessary to complete the salary prescribed by the school laws shall be paid by the municipality, or, in case of organized districts, by the district board of trustees.

4. Organized districts shall not be taxed twice for school purposes. Where districts are organized, such districts shall determine in their local meeting or election the amount of taxes which they will levy for the support of their schools, and they shall be relieved of all contribution to the municipal treasury for school purposes.

5. The municipal treasurer of each municipality shall give bond to the disbursing officer of the board of education, satisfactory to the auditor of the island, for twice the amount of the monthly appropriation from the insular treasury that will come into his hands, and he and his bondsmen shall be responsible for any money expended contrary to the provisions of this act.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General.*

General Orders, }
No. 114. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, August 7, 1899.

I. Upon the recommendation of the judicial board the judicial system of Puerto Rico is reorganized as follows, to take effect August 10, 1899, on and after which date the present system will cease to exist, according to instructions which will be published later:

1. The supreme court of Puerto Rico, with residence fixed in San Juan, will hereafter consist of one chief justice and four associate justices, who will constitute a judicial bench for all civil and criminal business. A prosecuting attorney shall also be attached thereto who shall represent the State on all proper occasions.

The supreme court shall have one secretary, two court clerks, one file clerk and taxer of costs, six clerks, one janitor, and two bailiffs.

2. The island is divided into five judicial districts, whose respective capital cities are San Juan, Ponce, Mayaguez, Arecibo, and Humacao.

3. The judicial district of San Juan will comprise the following municipalities: San Juan, Vega Baja, Vega Alta, Corozal, Naranjito, Toa Alta, Toa Baja, Dorado, Bayamon, Rio Piedras, Trujillo Alto, Carolina, Rio Grande, Loiza, Caguas, Aguas Buenas, Comerio, Cayey, and Cidra.

4. The judicial district of Ponce will comprise the following municipalities: Ponce, Juana Diaz, Coamo, Barros, Adjuntas, Peñuelas, Salinas, Guayanilla, Yauco, Guayama, Santa Isabel, Aibonito, Barranquitas, and Arroyo.

5. The judicial district of Mayaguez will comprise the following municipalities: Mayaguez, Añasco, Rincon, Aguada, Aguadilla, Moca, Isabela, San Sebastian, Las Marias, Maricao, San German, Sabana Grande, Lajas, and Cabo Rojo.

6. The judicial district of Arecibo will comprise the following municipalities: Arecibo, Manati, Morovis, Ciales, Barceloneta, Utuado, Hatillo, Camuy, Quebradillas, and Lares.

7. The judicial district of Humacao will comprise the following municipalities: Humacao, Piedras, Naguabo, Fajardo, Yabucoa, Maunabo, Juncos, Gurabo, San Lorenzo, Patillas, and Vieques.

II. Upon the recommendation of the judicial board the following appointments are announced, to take effect August 10, 1899:

To be chief justice of the supreme court: Mr. José Severo Quiñones.

To be associate justices of the supreme court: Mr. José Conrado Hernández, Mr. José María Figueras, Mr. Rafael Nieto Abeillé, Mr. Juan Morera Martínez.

To be prosecuting attorney of the supreme court: Mr. Rafael Romero Aguayo.

To be secretary of the supreme court: Mr. Eugenio López Gaztambide.

To be judges of the district court of San Juan: Mr. Juan Ramón Ramos Velez, Mr. Angel Acosta Quintero, Mr. Felipe Cuchí Arnau.

To be judges of the district court of Ponce: Mr. José Ramón Becerra Garate, Mr. Isidoro Soto Nusa, Mr. Ramón Quiñones.

To be judges of the district court of Mayaguez: Mr. Juan J. Perea Baster, Mr. Felipe Casaluc Goicoechea, Mr. Enrique Lloreda Casabó.

To be judges of the district court of Arecibo: Mr. Julio M. Padilla, Mr. Salvador Fulladosa Mir, Mr. Horacio Nieto Abeillé.

To be judges of the district court of Humacao: Mr. Juan F. Vías Ochoteco, Mr. Ricardo La Costa Izquierdo, Mr. Pedro Aldrey Montoliu.

To be prosecuting attorney of the district court of San Juan: Mr. Eduardo Acuña Aybar.

To be prosecuting attorney of the district court of Ponce: Mr. Rafael Sánchez Montalvo.

To be prosecuting attorney of the district court of Mayaguez: Mr. José de Diego Martínez.

To be prosecuting attorney of the district court of Arecibo: Mr. Jesús M. Rossy Calderón.

To be prosecuting attorney of the district court of Humacao: Mr. Emilio Toro Cuevas.

To be secretary of the district court of San Juan: Mr. Ramón Falcón Elías.

To be secretary of the district court of Ponce: Mr. José Tous Soto.

To be secretary of the district court of Mayaguez: Mr. José Rosado Aybar.

To be secretary of the district court of Arecibo: Mr. Antonio Moreno Calderón.

To be secretary of the district court of Humacao: Mr. José Ramón Aponte.

III. The judicial board will give the necessary direction for establishing the new system, for installing the court officials, and appointing the proper employees in their respective offices on the 10th day of August, 1899.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General.*

General Orders, }
No. 115. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, August 11, 1899.

For the purpose of ascertaining the exact conditions resulting from the recent hurricane obtaining in the various municipal districts, the island is divided into twelve inspection divisions corresponding to the twelve military posts, each embracing the following-named municipalities:

I. SAN JUAN.

- | | | |
|-------------------|-----------------|----------------|
| 1. Bayamon. | 4. Luquillo. | 7. Río Grande. |
| 2. Trujillo Alto. | 5. Río Piedras. | 8. Fajardo. |
| 3. Loiza. | 6. Carolina. | |

II. HUMACAO.

- | | | |
|--------------|-------------|-------------|
| 1. Patillas. | 4. Maunabo. | 7. Yabucoa. |
| 2. Naguabo. | 5. Ceiba. | 8. Arroyo. |
| 3. Juncos. | 6. Piedras. | |

III. CAYEY.

- | | | |
|-----------------|-------------|------------|
| 1. Salinas. | 3. Caguas. | 5. Gurabo. |
| 2. San Lorenzo. | 4. Guayama. | |

IV. AIBONITO.

- | | | |
|-----------------------|------------------|-----------|
| 1. Sabana del Palmar. | 2. Aguas Buenas. | 3. Cidra. |
|-----------------------|------------------|-----------|

V. PONCE.

- | | | |
|----------------|------------------|------------------|
| 1. Juana Diaz. | 3. Barros. | 5. Santa Isabel. |
| 2. Coamo. | 4. Barranquitas. | |

VI. SAN GERMAN.

- | | | |
|---------------|-------------------|-----------|
| 1. Cabo Rojo. | 2. Sabana Grande. | 3. Lajas. |
|---------------|-------------------|-----------|

VII. MAYAGUEZ.

- | | | |
|-----------------|------------|----------------|
| 1. Maricao. | 3. Añasco. | 4. Las Marias. |
| 2. Hormigueros. | | |

VIII. AGUADILLA.

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|-------------|-------------------|------------|
| 1. Isabela. | 3. Rincon. | 5. Aguada. |
| 2. Moca. | 4. San Sebastian. | |

IX. ARECIBO.

- | | | |
|------------------|-----------|----------------|
| 1. Hatillo. | 3. Camuy. | 4. Barceloneta |
| 2. Quebradillas. | | |

X. MANATI.

- | | | |
|---------------|---------------|---------------|
| 1. Vega Baja. | 4. Corozal. | 7. Toa Alta. |
| 2. Toa Baja. | 5. Ciales. | 8. Naranjito. |
| 3. Dorado. | 6. Vega Alta. | 9. Morovis. |

XI. LARES.

1. Utuado.

XII. ADJUNTAS.

1. Yauco.

2. Peñuelas.

3. Guayanilla.

Post commanders are appointed inspectors of the respective divisions, and will at once send out an officer, noncommissioned officer, or intelligent private into each municipality to ascertain the extent of damage to houses and crops, the number of injured and sick and the number of destitute, the probable amount of food in the district, and the points which demand immediate attention. These reports will be sent to these headquarters at the earliest practicable moment. It will also be the duty of the inspectors to supervise the distribution of such funds and material as may be sent for distribution to the poor by the board of charities or other sources.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General.*

General Orders, }
No. 116. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, August 12, 1899.

I. In order to still further simplify administration and reduce expenses, it is hereby ordered that the departments of state, treasury, and interior be discontinued, and the officers, secretary of state, secretary of the treasury, and secretary of the interior, be also discontinued. The officers and other employees in the departments named, together with their records, furniture, and other property, will be disposed of as hereinafter indicated.

II. A bureau of state and municipal affairs is hereby created, its officials, employees, and office furniture to be taken from the office of the department of state. The head officer will be styled "chief of bureau," with a salary of \$2,000 per annum. To this bureau are assigned duties respecting—

- (a) Correspondence connected with diplomatic and consular affairs.
- (b) Municipal affairs and elections.
- (c) Patents, trade-marks, and labels.
- (d) Permits for carrying firearms.
- (e) Concessions, franchises, and privileges.

III. A bureau of internal revenue is hereby created, its officials, employees, and office furniture to be taken from the department of finance. The head officer will be styled "chief of bureau," with a salary of \$2,000 per annum. To this bureau are assigned duties respecting—

- (a) Internal-revenue assessments and collections.
- (b) Industries and commerce.
- (c) Weights and measures.
- (d) Banks, banking, and currency.
- (e) Public lands and forests.

Such of the records of the department of the interior as pertain to industries and commerce will be transferred to the bureau of internal revenue.

IV. A bureau of agriculture is established. Its head officer will be styled "chief of bureau," and his salary is fixed at \$2,000 per annum. The bureau of agriculture is charged with duties pertaining to—

- (a) Collection of facts and statistics respecting the cultivation of the soil and disposal of its products.
- (b) Model farming establishments for experiment with and test of the value of new shrubs, plants, fruits, grains, and domestic animals.
- (c) Mines and mining.

Such of the records of the department of the interior as pertain to the bureau of agriculture will be transferred to that bureau.

V. The office of civil secretary to the military governor is hereby created, with a salary of \$4,000 per annum. The bureaus of state affairs, internal revenue, and agriculture are placed under the official supervision and direction of the civil secretary. He will proceed to reorganize the bureaus named, retaining the most efficient employees and discharging those whose services are no longer required. The records of the department of state and department of finance will be transferred to the control of the civil secretary.

VI. The bureau of education with its present organization will be continued under the board of education, the president of the board reporting direct to the military governor. Such of the records of the department of the interior as pertain to schools and education will be turned over to the board of education.

VII. The bureau of public works will hereafter be under the control of a board of public works consisting of the persons hereinafter named. To this bureau will be turned over such of the records of the department of the interior as pertain to the bureau of public works, to which are assigned duties respecting—

(a) Construction, repair, and maintenance of the highways and bridges heretofore styled "military roads."

(b) Construction, repair, and maintenance of country roads and bridges.

(c) Construction, repair, and maintenance of public buildings used for civil purposes.

(d) Improvement and maintenance of harbors and establishment of harbor lines.

(e) Supervision of construction of wharves, docks, and slips.

(f) Construction, repair, and maintenance of light-houses and beacons.

VIII. The branch of the public service heretofore designated as harbor works will be discontinued as a separate establishment, and its duties and functions will be transferred to the bureau of public works, to which the records, machines, tools, dredging apparatus, and other property will be transferred. The employees of the harbor works will be transferred to the bureau of public works, and all whose services can be dispensed with will be discharged. The president of the board will recommend to the military governor the number, classification, and rates of pay of the old employees of the harbor works proposed to be retained.

IX. All matters respecting charitable institutions, including homes and asylums for succor of the poor, sick or incurables who are supported by insular expenditures, together with matters relating to assistance for the sufferers by the recent hurricane, are committed to a board of charities.

Detail for the board.—Maj. John Van R. Hoff, chief surgeon, president; Surg. F. W. F. Wieber, U. S. N.; Dr. Francisco del Valle Atiles; Capt. G. M. Wells, assistant surgeon, U. S. A.; Capt. F. P. Reynolds, assistant surgeon, U. S. A.; Rev. J. de J. Nin, Catholic priest; Rev. Henry A. Brown, chaplain, U. S. A.; Harold W. Cowper, acting assistant surgeon, U. S. A., secretary and disbursing officer.

To this board will be transferred the executive and administrative control of the insane asylum, the orphan asylum, and the leper colony. The board will report direct to the military governor. The funds available for expenditure for the branches of the public service above indicated are those carried by the budget for the current year, and will be disbursed and accounted for by the disbursing officer, under the direction of the board of charities.

X. The other branches of the public service not heretofore mentioned in this order are as follows, all reporting directly to the military governor:

(a) The treasury.

(b) The auditor.

(c) The judicial boards.

(d) The board of prison control.

(e) The insular police.

(f) The postal service.

(g) The telegraph service.

(h) The quarantine service of ports.

(i) The superior board of health.

(k) The inspector of lights and buoys.

(l) The United States provisional court.

XI. The discontinuance of the departments of state, finance, and the interior, and the organization of the bureaus of state affairs, agriculture, and internal revenue will take place on the 15th instant, on which date the appointment of the civil secretary will take effect.

The amalgamation of the harbor works with the public works bureau will take place on the 15th instant.

XII. The following appointments in the civil branch of the military government are hereby announced:

As civil secretary, Dr. Cayetano Coll y Toste.

As chief of bureau state affairs, Mr. Manuel Camuñas.

As chief of internal-revenue bureau, Dr. Calixto Romero.

As chief of bureau of agriculture, Mr. Juan Bautista Rodriguez, C. E., to succeed Mr. Juan Castro, who may be retained in a suitable capacity.

As board of public works, Capt. William V. Judson, United States Corps of Engineers, president; Mr. F. L. Hills, civil engineer; Mr. Juan B. Rodriguez, civil engineer.

As inspector of lights and beacons and in charge of buoys, Ensign W. R. Gherardi, U. S. N.

In making selections for appointments as above there may seem to one of the political parties a preponderance of numbers of officers of another political party.

The military governor announces that his selections for office are, in every case of

reappointment, based upon the result of his experience and observation, or the manner in which the gentlemen named have in the past performed the duties pertaining to other public places they have held. He has in no case been actuated by a thought of promoting the ambitions of any party, and should it be found that any public officer uses his position, or attempts to use it, in promoting any personal or partisan purpose, he will be immediately removed. The military government will be administered for the benefit of all alike, without respect to party, race, or color, and if abuses are brought to the knowledge of the commanding general, he will immediately take measures to correct them.

A board of insular policy of nine members, composed of representatives of all parties and business interests, will be appointed in a few days. To this board will be referred all important questions affecting public interests concerning which he feels that he needs advice.

This board will be requested to have an oversight on the manner in which heads of bureaus and officers conduct their business and perform their duties, and the military governor will be glad to have brought to his attention by anyone any error of omission or commission by any public officer.

Because an officer is a republican or a liberal it does not follow that he is incapable of rendering valuable public services, valuable to all inhabitants, whatever their party. Casualties and removals will probably occur, and in filling such places a balance of power between the parties and the nonpartisan will be secured.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General.*

General Orders, }
No. 117. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, August 14, 1899.

I. The board of charities of Puerto Rico at San Juan is charged with the supervision of the distribution of food to the needy. It will make timely requisition on these headquarters for the necessary material, which will be distributed to the depots and transported by the quartermaster's department, and it will see that all requisitions by the division inspectors are promptly filled.

The division inspectors and local boards of charity will report at least once each week to the board of charities at San Juan, the former giving the number of rations issued, the latter the number requested and likely to be required, together with such other information as may be useful in the work of the board.

II. All military departments, and officers on duty in Puerto Rico, will give the board of charities of San Juan such assistance as it may call upon them for in the prosecution of the relief work.

III. The board of charities of San Juan is required to make requisition upon these headquarters for such funds as may be necessary, for which, and other material, it will account as required by orders and regulations.

IV. The board of charities of San Juan is authorized to employ such personnel and purchase such material as may be necessary in the carrying out of its relief work.

V. Numbered ration cards will be issued by the municipal boards of charity, and signed by the chairman, to the needy of his district, giving date, name, and number of adults and children in the family. On this card is a certificate stating that the individual named on the card is indigent and will require food for a stated number of adults and children for a specified time, which must be signed by the chairman.

The card is intended for four issues, covering a period of four weeks, after which it will be taken up at the subdepot and if necessary a new card will be issued by the municipal board of charities.

These cards will be furnished by the board of charities for Puerto Rico at San Juan.

VI. Any irregularities or misappropriation of relief material will be immediately reported to the board of charities, San Juan, by anyone cognizant of such.

VII. A depot of supplies will be established at San Juan and at each military post, and a subdepot in the chief town of each municipal district, the post depot drawing supplies from San Juan and the subdepot from the post in its inspection division.

VIII. Requisitions¹ will at once be forwarded to these headquarters by the commanding officer of each post covering the requirements of his division for one month, on the basis of 6.857 ounces of beans, 6.875 ounces of rice, and 2.285 ounces dried

¹The ration for one person for one week is 3 pounds each of rice and beans and 1 pound of dried codfish or bacon.

codfish or bacon for each daily ration. He will receipt for and be responsible for the material invoiced to him.

IX. Food will be distributed in bulk from the post to each of its subdepots, which subdepots will be in charge of a noncommissioned officer, with two or more privates, who will receive, receipt, and be responsible for and issue the material invoiced him from the depot.

X. Rations will be issued to the bearers of cards certified to by the chairman of the local board of charities, which issues will be entered when made upon the issue card, and in a book to be kept at the subdepot, and no issue will be made except to the bearer of an issue card or his authenticated representative, whose name is written thereon. Accounts of issues will be rendered monthly by the division inspectors.

XI. All cards must be taken up when filled and filed as vouchers to the issue account of the subdepots.

XII. Commanders of depots and subdepots will make timely requisitions for supplies, and will be held responsible that the food is brought to the needy with the utmost promptness.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General.*

General Orders, }
No. 118. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, August 16, 1899.

Upon the recommendation of the judicial board, the following reorganization and functions of the judiciary of this island were approved on August 10, 1899, and are published for the information and guidance of all concerned:

1. The organization and functions of the courts of justice of this island will, from the 10th instant, undergo reforms in accordance with the following dispositions:

2. There shall be a supreme court of justice, with fixed residence in the city of San Juan, composed of a chief justice and four associate justices, who jointly will constitute a judicial bench for all civil and criminal business; the court shall also have a prosecuting attorney, one secretary, two court clerks, one file clerk and taxer of costs, six clerks, one janitor, and two bailiffs.

3. The island is divided into five judicial districts, whose respective seats shall be San Juan, Ponce, Mayaguez, Arecibo, and Humacao.

4. The judicial district of San Juan will comprise the following municipalities: The city of San Juan, Vega-baja, Vega-alta, Corozal, Naranjito, Toa-alta, Toa-baja, Dorado, Bayamon, Rio-piedras, Trujillo-alto, Carolina, Rio-grande, Loiza, Caguas, Aguas-buenas, Comerio, Cayey, and Cidra.

5. The judicial district of Arecibo will comprise the following municipalities: Arecibo, Manati, Morovis, Ciales, Barceloneta, Utuado, Hatillo, Camuy, Quebradillas, and Lares.

6. The judicial district of Humacao will comprise the following municipalities: Humacao, Piedras, Naguabo, Fajardo, Yabucoa, Maunabo, Juncos, Gurabo, San Lorenzo, Patillas, and Vieques.

7. The judicial district of Mayaguez will comprise the following municipalities: Mayaguez, Añasco, Rincón, Aguada, Agnadilla, Moca, Isabela, San Sebastian, Las Marias, Maricao, San German, Sabana-grande, Lajas, and Cabo-rojo.

8. The judicial district of Ponce will comprise the following municipalities: Ponce, Juana-Diaz, Coamo, Barros, Adjuntas, Peñuelas, Salinas, Guayanilla, Yauco, Guayama, Santa Isabel, Aibonito, Barranquitas, and Arroyo.

9. Justice in civil and criminal matters will be administered in each district by a court established in its respective capitol. These courts will have exclusive jurisdiction and public oral trial of all classes of civil and criminal matters, under the forms and procedure established further on in this general order.

10. Each district court will be composed of three judges, one of whom shall be presiding judge, and who jointly shall constitute a bench for civil and criminal business. To each district court there shall be attached a prosecuting attorney, who will represent the law in criminal cases, and in civil cases, when in order.

11. The district court will be assisted by one secretary, two chamber clerks, one court janitor, and two bailiffs.

12. The civil suits in progress of appeal before the supreme court will be transferred to the San Juan district court, acting as a court of second instance, which shall hear and decide them in conformity with the law now in force. Criminal cases, except those awaiting appeal, shall also be turned over to the San Juan district court by the supreme court.

13. Criminal cases in process before the court of Ponce will be turned over to the

district court to be established for that district. The court of Mayaguez will also turn over its business to the district court likewise to be established there.

14. Business in progress before courts of instruction and first instance courts shall be turned over with due formalities to the district courts corresponding to each respective judicial district.

15. The criminal business transferred from the abolished courts shall be proceeded with by the district courts. Matters of civil litigation shall also follow their course up to the step in procedure known as presentation of proofs, when they shall be continued under the rules of civil oral suits established by this general order. If said civil business shall have got so far as presentation of proofs without concluding same the remainder shall be heard in oral suit, but if the suit be found in a stage of proceedings subsequent to the presentation of proofs it shall be finished and decided by the district courts in conformity with existing proceedings, after public hearing, it being understood that recourse of cassation against the decision shall only be allowed within the dispositions of this general order.

JUDICIAL RESPONSIBILITY.

16. The administration of justice shall be carried on with entire independence and without any other limitation than the civil or criminal responsibility which judges or courts may incur by reason of their actions, for which they will be answerable as provided in General Orders, No. 98, current series, these headquarters.

17. The investigation of charges in cases treating of judicial responsibility may be given in charge of judicial functionary of category superior to the accused, but only the supreme court in banc shall authorize the presentation of the charge.

18. Civil responsibility of judges, judicial functionaries, and attorneys shall be incurred for the following reasons: Manifest infraction of the law, corrupt misstatement of facts, and negligence or want of diligence in complying with judicial duties and functions.

19. Civil responsibility may be demanded before the supreme court and under the rule established for civil oral suits before the district courts by the parties prejudiced.

20. No appeal lies against decisions of the supreme court.

21. Civil or criminal responsibility incurred by minor functionaries of the administration of justice shall be exacted before the district or municipal court corresponding, and in the usual form established by ruling dispositions.

22. It shall not be necessary to give bond or establish a preliminary suit in order to lodge accusation or complaint against judicial functionaries or attorneys.

23. When the members of the supreme court incur responsibility, they shall be tried by a special tribunal as established in paragraph 13 of General Orders, No. 98, current series, these headquarters.

MUNICIPAL COURTS.

24. There shall be a municipal court in each municipal district. Each municipal court shall consist of one judge and two associate judges, who shall jointly decide and sign all the cases that have been properly brought before the court and determined by the same.

25. In criminal matters, municipal judges shall have cognizance in all misdemeanors established by the ruling penal code, as well as petty thefts, frauds, and offenses against property in cases where the amount of the object of the offense or damage occasioned does not exceed \$5, United States currency, which offenses shall be considered misdemeanors, with the exception of those comprised in article 538 of the penal code, which shall be judged by the corresponding district court. They shall also have cognizance in assaults where the healing of wounds caused shall have been completed in not more than fifteen days. In all these cases they shall apply the respective punishments stated by the code.

26. In civil matters municipal judges shall have cognizance of all litigation where the amount at stake between litigants does not exceed \$400, United States currency.

27. It shall also be the duty of municipal judges to prepare the preliminaries in criminal cases within the limits of investigation; substantial proof of punishable acts, their nature, gravity, and essential circumstances; search for the author or authors; their detention or imprisonment in accordance with the law, and the seizure of the instruments of the crime or objects which might convict, in cases where such exist. These preliminaries must be practiced by municipal judges within the period of six days after they receive the information that a crime has been committed.

28. The police force as a whole and individually is also obliged to attend to the preliminary investigation of all crimes until the appearance of the municipal judge to whom they will give notice immediately.

29. As soon as municipal judges have completed the preliminary investigations in criminal cases within the period previously fixed, they shall send them by a police officer without delay to the attorney of the respective district court, together with the prisoners, as supposed authors of the crime, if any has been made.

30. The designation of the associates shall be made by lot in the following manner: Each municipal judge shall request the respective alcalde to furnish him with a list of competent persons or residents with academic or professional diplomas, and of such persons as have held the position of alcalde, councilor, or municipal judge, and another list of an equal number of municipal taxpayers in the order of the amount paid, beginning with the largest amount. These lists, which shall be rectified or added to each year, shall include only persons of more than 21 years of age who know how to read and write.

31. On the first day of each quarter, or every three months, the municipal judge shall call a meeting of the persons inscribed in the two lists and publicly and in the presence of those attending will draw by lot one from each list, so as to form pairs, until both lists are exhausted. This will cause each pair to be formed of one competent person and one taxpayer. On the conclusion of the drawing a list shall be prepared of the associates who have so served during the quarter, which shall be posted in the court room, duly signed by the judge, secretary, and others present.

32. The associates, in the order of their respective terms and without prejudice to the particular obligation of each when his proper turn arrives, shall act as substitutes one for the other.

33. The municipal judge shall advise the associates when their turn arrives, stating the day and hour a sufficient time beforehand. With this object municipal judges shall name one, two, or more days if necessary in each week for the prompt and orderly decision of business in hand.

34. Municipal judges shall receive under oath, subject to the penalties of perjury, statements from the associate judges that no motive or just and legal impediment preventing them from sitting on the case connects them with the litigants.

35. The associate judges whose turn it is may have cognizance of all suits awaiting decision on the day corresponding to such turn, which suits shall not be passed on for the cognizance of other associates.

In the act of the trial shall be stated the decision which shall contain the result of the voting and the resolution of the pending cases, without the form known as "resultando y considerando."

36. Against the decision of municipal and associate judges free appeal will lie to the respective district court. Recourse of appeal must be had within five days, counting from the day following the notification of sentence.

37. An appearance must be put in before the district court within a period of ten days after notice being served.

38. Both parties having put in an appearance, the district court shall set a day and hour for the public hearing, at which either the litigants, their legal representatives, or their lawyers may appear.

39. No appeal of any sort shall lie against the decisions of the district courts in civil or criminal verbal suits.

40. As a recompense for the increased work which the foregoing imposes on the municipal courts, an amount shall be appropriated in the insular budget for the benefit of the secretaries of said courts both for personal services and materials. For this purpose different categories shall be formed, taking into consideration the greater amount of work which may fall to the share of the courts in municipalities containing the most inhabitants.

CRIMINAL PROCEDURE.

41. The attorney of the district court on receiving the summary sent by the municipal judge shall issue an order for the detention of the prisoners, if any, in the corresponding prison, and within the precise period of ten days shall draw up a bill of charges or present a petition for quashing. In cases of wounding, the recovery of the person wounded shall be awaited, which recovery shall be certified to by the physician in attendance under his exclusive responsibility and without need of ratification.

42. On presentation of the bill of charges by the prosecuting attorney the court will inform the accused thereof, so that he can state whether or not he agrees to the penalty requested, and if not, he shall be required immediately to name his lawyer for the defense. If the lawyer named refuses to defend, the first lawyer on the list will be appointed, and the accused will be informed thereof to enable him to give instructions accordingly.

43. As soon as the defense files a bill of conclusions in writing within five days,

the court will decide upon the admission of the testimony proposed, and shall immediately set a day and hour for the hearing of the oral trial.

44. In the record of the oral trial the petitions of the prosecuting attorney and lawyer for the defense regarding the points which they may consider essential to assuring the exactitude of the evidence of witnesses of experts shall be succinctly stated. The questions in examination or cross-examination ruled out by the court shall also be recorded.

45. In cases provided for by the law of criminal procedure appeal in cassation will lie against sentences pronounced by the district courts for infraction of law or error in procedure.

46. Against writs or ordinances of the district courts which are not of mere procedure appeal always lies to the same court for reconsideration or amendment.

CIVIL PROCEDURE.

47. All civil litigations between parties when the amount exceeds \$400 United States currency, shall be originally heard and decided before the respective district court in the form established by the following articles.

48. The litigants must be advised by lawyers registered at the bar of this island, and may appear personally or by procurator, as they choose.

49. The claim must be lodged with the district court which shall first decide whether to admit it, and it shall immediately name, in order of precedence, a judge or member of the court who shall conduct the preliminaries of the suit up to the oral hearing. Said judge will make all the orders of mere procedure, and the district court the writs and resolutions not of that character.

50. On the admittal of the claim, it shall be handed to the defendant in the suit for him to reply within a period of twenty days, which can not be extended, and within which time he must also put in an appearance in the suit. Pleas of counterclaim will be allowed, and in such the demandant will have three days to answer the counterclaim.

51. On reply being made to the claim, and the plaintiff being furnished with a copy of such reply, or on the defendant being accused and declared in default, the preliminary judge shall cite the litigants for a verbal hearing, setting a day and hour therefor, with notice of not less than fifteen nor more than twenty days.

52. Both litigants or their legal representatives, accompanied by their respective lawyers, shall appear at this hearing, and shall present in writing a notice of the testimony of every description which each intends to call for. At this meeting the lawyers on both sides may amplify or add to the documents they had drawn up.

53. The preliminary judge shall confine himself to hearing the petition of the litigants, noting down briefly and succinctly the arguments presented by each one, and, after ordering that the documents presented form part of the records, shall declare the hearing terminated, and shall reduce to writing the minutes thereof, giving notice to the court, at its first session, of the notices of testimony presented for the court to resolve therein as is proper.

54. If neither of the litigants have asked for hearing of testimony in their documents of claim and reply, the court shall immediately set a day and hour for a public hearing, at which the lawyers for the complainant and defense shall state their client's case.

55. The district court shall examine the testimony proposed to be submitted, admitting that which they consider pertinent, and at once setting a day and hour for the hearing of the civil oral suit.

56. If testimony is to be taken outside of the territory of this island, the necessary rogatory letters trial shall be granted in the proper form and through the proper channel, and the hearing of the suit shall be put off until the extraordinary stay be terminated or the testimony taken by commission be returned. For the comparison of public documents with their originals, the court, when deciding on the admission of testimony, shall issue letters mandatory containing the necessary clauses conferring sufficient power on municipal judges of the districts where the comparison is to be made. Should the comparison have to be made outside of his jurisdiction, he will grant the required letters of rogation.

57. On the day of the hearing the testimony proposed shall be examined before the court and with the intervention of the lawyers of both parties, who shall examine the witnesses or experts in turn by questions, cross-examination, or declarations which they consider necessary for their case within the matter under discussion and that proposed in the document of testimony. The court may throw out any suggestive, captious, or impertinent question or cross-question. Each witness or expert shall be examined first by the lawyer for the case presenting him, afterwards by the law-

yer for the other side, if he wishes, and lastly by the court, if wishing to make clear or ask for explanation of any points it thinks fit.

58. The secretary of the court shall draw up the minutes of the suit, recording substantially the result of evidence and the cross-examining of the lawyers.

59. On the termination of testimony offered, the lawyers of both parties may comment on the question under discussion and the rights of their clients. They are allowed one opportunity to rectify the allegations adduced in their pleas. The suit shall then be declared closed, and decision must be given within not more than ten days, counting from the day following the termination of the suit. Said sentence must be drawn up and written in the form established by the law of civil procedure when referring to major suits.

60. The appearance of witnesses and experts shall be compulsory, except when, in the opinion of the court, they can allege and prove just cause. Any witness or expert not appearing, without just cause, shall be fined not exceeding \$50, at the discretion of the court.

61. Each expert or witness should be indemnified by the party he appears for, and for this purpose, on the termination of each suit, the court will fix the amount of indemnity and will immediately inform each of the litigants or their legal representatives the amounts they are called on to pay to each witness, except when litigating as paupers. In this case indemnities shall be paid in the same manner as those paid to witnesses or experts in criminal cases.

62. Should the defendant present a dilatory plea in abatement, evidence shall be taken thereon, and at the conclusion of the evidence the lawyers on both sides shall present their argument verbally, the main suit being meanwhile suspended for the time purely necessary for the court to give a succinct decision in the incidental matter. If the plea is sustained, it shall, of course, have effect as against the claim; if overruled, the original suit shall continue its course.

63. Costs shall always be paid by the litigant who loses his case on all points. In other cases the court shall give an equitable decision in the matter of costs.

64. By costs are understood lawyer's fees, procurator's fees, indemnities for witnesses and experts, and the legal expenses necessarily incurred as a direct consequence of litigation.

GENERAL PROVISIONS.

65. Both in civil and in criminal matters judges shall discuss their decisions privately, but the voting thereon must be held at a public hearing and in the presence of the litigants or their legal representatives. The presiding judge shall put the question or questions on which a case turns separately to the vote, and shall endeavor to separate duly the different points debated. Each of the judges shall reply simply "Yes" or "No," and the decision shall be immediately recorded according to majority of votes. In civil matters the decision shall be reduced to form by the judge who conducted the preliminaries, unless he dissent from the decision. In criminal matters it shall be done by the judges by turns.

The dissenting judge shall write his opinion at the foot of the decision.

ADDITIONAL CIVIL PROVISIONS.

66. All the attributes conceded to judges of first instance under the law of civil procedure in proceedings relating to meetings of creditors, bankruptcy, intestacy, probate, and other matter relative to declaration suits and suits in liquidated claims shall remain in force and shall be exercised by the district courts; nevertheless, should the case arise that in any of these proceedings contest occurs within the limits of the law, the district court shall hear the claim and rebuttal and the evidence in the manner previously established, and shall proceed to decide thereon in civil oral suit.

67. The attributes in favor of judges of first instance mentioned in the law of civil procedure and the provisions relating to precautionary attachments, the giving security for property in litigation, the execution of judgments, voluntary jurisdiction, and other dispositions relating to judicial questions of a general character shall also remain in force and be transferred to the district courts.

68. In all such cases the judges of the district court by turns shall conduct the preliminary proceedings, but the court itself shall issue such writs and orders as are not merely of procedure.

69. In suits of liquidated claims the district courts preserve the attributes enjoyed by judges of first instance, following the law of civil procedure up to such step as the reply to the claim or failure to reply thereto, in which case the preliminary judge will cite the litigant to appear and submit the proposal of evidence to be offered,

after which the suit shall continue under the rules established for civil oral suits in general.

70. The provisions of the law of civil procedure relative to the form of presenting claims and replies, proposal of proofs, and legal formulas in general shall continue to exist and be applied. Documentary proofs may be presented optionally together with the claim or reply, or at the hearing held for the proposal of proofs. The attendance and advice of a lawyer for each litigant is obligatory in civil oral suits and other cases established by said law of procedure.

71. The system of procedure established by the law of hypothecation and other special laws shall remain in force, it being understood that the district courts assume the jurisdiction and faculties of the abolished supreme court, territorial audiencias, and courts of first instance, all cases in which judicial contest arises being settled in single instance and by civil oral suit.

72. All steps, exceptions, and proofs in the various classes of suits shall be such as required by the law of civil procedure and according to whether the suit be declarative, liquidated claim, injunction, eviction, or of other character. Dilatory exceptions, when authorized by the law, shall be presented conjointly with peremptory exceptions, and in corresponding order, according to their respective nature. In the same form and in one written document proposal of proofs relative to both classes of exception must be made.

73. Petitions for annulment must be pleaded during the oral hearing, and the court will previously decide in the form established for dilatory exceptions whether they affect the essential validity of the suit. The lawyers for both sides may enter the protest they think fit for the purpose of appeal against error in procedure, which protests shall be recorded in the minutes.

GENERAL CIVIL AND CRIMINAL PROVISIONS.

74. All provisions of the laws of civil and criminal procedure referring concretely and specially to forms or manner of procedure different or contrary to the prescriptions of this order are abrogated.

75. Verbal suits and proceedings before municipal courts, both in civil and criminal matters, shall retain the same form as the present law orders.

76. The judicial board created by General Orders, No. 98, current series, headquarters Department of Puerto Rico, will proceed as soon as possible to codify such dispositions governing civil and criminal procedure as remain in force. These shall be divided into two volumes, civil and criminal, respectively, and shall be published in the accustomed manner for the information of all concerned.

77. All disputes or differences between judicial and gubernatorial authorities shall be decided by the commander in chief of the department after hearing the opinion of the supreme court and its attorney.

APPEALS TO THE SUPREME COURT.

78. Appeal to the supreme court will lie in all civil suits for infraction of law and error in procedure in the cases which the law of civil procedure defines for the latter, but not for suits heard before municipal courts.

79. Besides the cases defined by the law of civil procedure such appeal will also lie for error in the consideration of proofs.

80. In criminal trials appeal may be taken for infraction of law and error in procedure in cases defined by the law of criminal procedure.

81. Notice of appeal shall be given to the sentencing district court not later than ten days after the day of notification of sentence.

82. The district court shall decide whether to allow the appeal only when such is to be taken for error in procedure, and its decision adverse may be appealed against before the supreme court within fifteen days. For this purpose the district court when denying right of appeal shall grant a literal and certified copy of the ruling against which appeal was sought to the party appealing within three days at the latest, and besides shall order both sides to appear before the supreme court.

83. On the termination of the time allowed for appearance and on the appearance of the appellant, the supreme court after public hearing shall immediately give a decision on the appeal against the ruling of the lower court debaring right of cassation. The lawyers for both sides may be present, and the matter must be decided before all other business in hand.

84. Should the district court allow appeal, the original documents must be sent to the supreme court after citing the parties to appear during a period of ten days. It shall not be necessary to give any bond on appeal to the supreme court.

85. On the appearance of the appellant before the supreme court of cassation the documents shall be given him to enable him to base and establish his appeal in writing within twenty days. His appeal in writing shall be handed to the other litigant for twenty days also, and on the return to the court of all the documents it shall set a day and hour for a public hearing, at which the prosecuting attorney and the lawyers on both sides shall state their cases according to whether the matter be a civil or criminal suit.

86. The supreme court shall give its verdict by vote in public in the form previously established in this order for district and municipal courts and within five days of the public hearing. After giving decision, the original documents shall be returned to the proper court with a certified copy of such a decision. All sentences of the supreme court of justice shall be published in the Official Gazette.

87. All provisions of the laws of civil and criminal procedure relative to the substantiation of appeals which are in opposition to the provisions of this order are repealed.

COMPLEMENTARY PROVISIONS. *

88. The positions of judge or prosecuting attorney of the supreme court of justice and district court shall be filled by lawyers only.

89. Besides the legal diploma the nomination of judicial functionaries shall be made after taking into account services rendered, seniority at the bar, and known ability in the profession.

90. The secretaries of the supreme court of justice and district courts must also be lawyers. Taking into account the employees of the courts of first instance, who by virtue of this order will lose their positions, it is hereby ordered that such "escribanos" as possess the necessary conditions as to capability, honesty, and good service in their last position will be given preference in selecting secretaries of the district courts.

91. Municipal judges must also be lawyers registered at the bar of this island, but when such are not available in the respective municipalities, persons possessing the best conditions of fitness and capacity for judicial functions may be nominated. Lawyers holding the office of municipal judge are not permitted to practice law.

92. The nomination of municipal judges and attorneys shall be made in the manner established for the rest of the personnel of the administration of justice until such time as they may be chosen by suffrage.

93. Secretaries of the municipal courts shall be nominated in the manner established by the preceding paragraph.

94. The court shall nominate one or more supplementary judges to substitute the incumbent in case of vacancy, absence, or sickness. Each attorney shall also nominate his substitute for the same reason.

These nominations must be made from among lawyers registered at the bar of this island, who are practicing in the town where the court sits. Substitute judges shall receive \$6 for each day's service in the district courts and \$10 if serving in the supreme court of justice.

95. Judges of the courts and attorneys do not require any permission for absenting themselves, but shall receive no salary during their absence, and must see to it that a substitute fill their places.

96. Notice and proof to the entire satisfaction of the court of which he forms part must be given by a judge or attorney when sick, during which period only one-half of the salary shall be allowed.

97. The presiding judge of each court shall give notice, under his responsibility, to the solicitor-general of the absence of any of its members through sickness or other causes.

98. Should the sickness last more than three months, the court of which the sick judge forms part shall so inform the solicitor general to enable him to take the necessary action. The above provisions are applicable to court secretaries, court clerks, and other employees of the administration of justice.

99. The court shall also inform the attorney-general of all vacancies, absences, and substitutions, for purposes of keeping the proper accounts.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General.*

General Orders, }
No. 119. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, August 16, 1899.

I. In addition to the military post upon the island, the following places are designated as depots of supplies for the destitute in their neighborhoods: Bayamón, Fajardo, Caguas, Arroyo, Guanica.

A detachment of one officer and twenty-five men will be sent to each of these places to receive, care for, and distribute supplies. The officer in charge will, if necessary, rent suitable buildings for the proper transaction of his duties, and will forward to these headquarters requisitions as indicated by paragraph 8, General Orders No. 117, current series, these headquarters, and will be governed by this order and such other instructions as may be given.

II. The commanding officers of San Juan and Ponce will supply from their posts the officers and detachments for these points as follows: From San Juan: Bayamón, Caguas, Fajardo. From Ponce: Arroyo, Guanica.

III. The destitute in the various municipalities will be supplied from depots or subdepots as follows:

San Juan.—Rio Piedras, Carolina, Loiza, Trujillo Alto.

Bayamón.—Toa Baja, Toa Alta, Naranjito, Dorado, Corozal.

San German.—Sabana Grande, Lajas.

Fajardo.—Rio Grande, Luquillo, Ceiba.

Mayaguez.—Cabo Rojo, Hormigueros, Las Marías, Maricao, Añasco.

Caguas.—Gurabo, San Lorenzo, Aguas Buenas, Juncos.

Arroyo.—Guayama, Salinas, Patillas.

Guanica.—Yauco, Guayanilla.

Manatí.—Morovis, Ciales, Vega Baja, Vega Alta.

Arecibo.—Utua, Hatillo, Camuy, Quebradillas, Barceloneta.

Ponce.—Juana Diaz, Santa Isabel, Peñuelas, Coamo.

Humacao.—Yabucoa, Naguabo, Piedras, Maunabo.

Aibonito.—Barros, Barranquitas.

Cayey.—Sabana del Palmar, Cidra.

Aguadilla.—Moca, Aguada, Rincon, Isabela, San Sebastian.

IV. While this plan of distribution will be followed as near as practicable, it may be found necessary on account of difficulties in certain lines of travel to make slight changes in the depots or subdepots from which parts of municipalities will draw their supplies. Officers in charge of depots are authorized to make these changes when necessary.

V. The quartermaster's department will supply such transportation and riding animals as may be required at Bayamón, Fajardo, Caguas, Arroyo, and Guanica.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General.*

General Orders, }
No. 121. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, August 17, 1899.

An advisory board, (1) for consideration of questions on insular policy, (2) for devising measures looking to the industrial and economic improvement of Puerto Rico, (3) for concerting measures that may soonest enable the sufferers from the storm to rebuild and restore their houses, fields, and shops, is hereby appointed, to consist of the following-named gentlemen, who have consented to serve: Mr. Andrew Crosas, Mr. J. R. Latimer, Mr. Francisco Acuña, Mr. M. Egozcue, Mr. Manuel Paniagua, Mr. Santiago R. Palmer, Mr. Rafael Palacios Apellaniz, Mr. F. Guillermet, and Mr. Ramón Méndez Cardona.

The military governor of Puerto Rico will be ex officio the president of the board, but as his public duties will frequently prevent his participation in its meetings, the board at its first meeting for organization is requested to elect a vice-president and secretary. The signatures of these officers only will be necessary to authenticate proceedings, reports, and recommendations.

Papers relating to these and other subjects above indicated will be referred to the board, and reports will be submitted from time to time.

A suitable room for the sessions of the board will be provided by the civil secretary, and stationery and office furniture will be supplied by the same officer.

The board is requested to nominate for appointment a clerk and typewriter, who should also be a competent translator, also an office messenger. The salary of these employees to be \$1,500 and \$300 per year, respectively. Additions will be made to the budget to cover the office expenses of the board.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General.*

General Orders, }
No. 122. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, August 17, 1899.

The society established on this island, under the name of "Protectora de los Animales," is to defray all its expenditures for personnel and matériel out of such funds as it may collect arising from fines imposed for infringement of its regulations.

The "juntas" established in towns of the island shall render monthly accounts to the president at San Juan, who shall in his turn render them monthly to the civil secretary of the governor-general of Puerto Rico.

The reports of the several "juntas" will contain a statement of the number of cases of arrests for cruelty to animals and the amount of the fine imposed and collected in each case.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General.*

General Orders, }
No. 123. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, August 18, 1899.

Paragraph II, General Orders, No. 111, current series, these headquarters, is amended by adding thereto the following subparagraph:

(d) Mortgage bonds (cedulas hipotecarias) issued by any established banking house of Puerto Rico may be accepted as surety, with the approval of the governor-general, the bonds being properly accompanied by a written instrument showing the number of the bond and issue of the same, and the conditions of the transfer, together with a certificate of the validity of the bond.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General.*

General Orders, }
No. 124. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, August 19, 1899.

I. It having been brought to the attention of the department commander that idle, able-bodied men are refusing work at fair wages, it is hereby ordered that no such man who so refuses will be permitted to draw food for himself or family. All men who receive food are required to do such work or service as their division inspector or his representative may direct.

II. Any person who misapplies any material furnished for the relief of the destitute by fraudulently obtaining or by selling or otherwise disposing of the same will be punished by a fine not exceeding \$500 for each offense or by imprisonment for a period not exceeding one year.

III. When food can not be obtained from other sources a division inspector is authorized to sell directly at cost price (commissary list) to the heads of families resident in his district such food from the supplies in his depot as is absolutely necessary to prevent hunger in said families. The amount of food thus sold must not exceed a week's supply at the rate of 1 pound per day for each individual in the family. The money thus received will be accounted for to the board of charities for Puerto Rico, San Juan, following the general method laid down in Army Regulations.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General.*

General Orders, }
No. 125. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, August 22, 1899.

In view of the recent hurricane which has so severely devastated this island, it is hereby ordered that the collection of taxes due by landholders to the insular treasury and municipalities, as well as all executions for arrears of such taxes, be suspended until further instructions. Taxes on city property, where owners can produce legal evidence that their houses have been destroyed or seriously damaged by the storm, are also ordered to be remitted.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General.*

General Orders, }
No. 126. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, August 22, 1899.

The attention of the alcaldes and others concerned is called to the fact that the people in the country districts and in the open parts of towns should be required to at once plant corn, potatoes, beans, and such other vegetables of rapid growth as will at the earliest possible moment resupply the country with the requisite food. No excuse should be accepted for failure to comply with this order, the requirements of which will receive the personal attention of the alcaldes as well as that of the comisarios de barrios.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General.*

General Orders, }
No. 128. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, August 24, 1899.

In order to avoid as far as possible the annoyance and damage caused by stray animals, it is hereby ordered:

First. Alcaldes are authorized to impose fines, for the benefit of the municipal treasuries, upon the owners of stray animals found trespassing upon private property.

Second. In the investigation of complaints of this character, alcaldes shall institute oral examination of the interested parties and their witnesses. For the purpose of taking such evidence the alcalde is authorized to administer oaths. Against his decision there shall be no appeal.

Third. Fines imposed by alcaldes pursuant to the foregoing paragraphs shall be as follows: For the first offense, \$1 per head; for the second offense within six months, \$2 per head; for each subsequent offense within six months, \$3 per head.

Fourth. Persons upon whom fines have been imposed pursuant to the foregoing paragraph who fail to pay the same within three days shall be arrested and confined in municipal jail one day for each dollar which they may fail to pay. Owners of property who suffer damages from stray animals may institute civil action before the proper court for such damages.

Fifth. A copy of this order in Spanish and in English shall be posted publicly on the door of every alcalde's office for the information and guidance of all concerned.

Sixth. All laws or orders in conflict with the foregoing provisions are hereby revoked.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General.*

General Orders, }
No. 129. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, August 24, 1899.

1. It having come to the notice of the department commander that the provisions of the penal code of Puerto Rico for the prevention of the crime of duelling have for some years past been disregarded by the authorities charged with their enforcement, and that persons have been permitted to engage in this pernicious practice without official interference or punishment, it is hereby announced that according to the spirit of American law and institutions it is a serious offense to challenge another to fight a duel, either by word or letter, or to be the bearer of such challenge, or to endeavor to provoke another to send a challenge, or to aid or abet in provoking or inciting a duel. To act as principal in a duel, or to participate in a duel as a second, attending surgeon, or assistant to either of the principals in a duel, whether either principal is injured or not, is a high misdemeanor.

2. Where one of the parties to a duel is killed, the survivor is guilty of murder, and all who are present, aiding and abetting in the act, are accomplices.

3. In order that there may be no misunderstanding regarding this matter in future, it is hereby ordered that all persons who participate in duels as challengers, bearers of challenges, or as provoking or endeavoring to provoke challenges to fight duels, shall be guilty of a misdemeanor, and shall, upon conviction thereof, be punished by imprisonment at hard labor in jail for not less than three nor more than six months.

4. All persons who participate as principals, seconds, surgeons, or assistants in duels, where there are no resulting wounds or injuries, shall, upon conviction thereof, be punished by confinement at hard labor for not less than six months nor more than one year.

5. All persons who participate in duels, either as principals, seconds, surgeons, or assistants, where one of the parties is wounded, shall be deemed guilty of assault

with intent to kill, and, upon conviction thereof, will be punished by confinement in the penitentiary at hard labor for not less than one year.

6. All persons participating in duels, either as principals, seconds, surgeons, or assistants, where one of the parties is killed, or dies as the result of a wound received in said duel, shall be deemed guilty (as principals or accomplices) of murder, and, upon conviction thereof, shall be punished accordingly.

7. The district courts instituted by General Orders, No. 114, current series, these headquarters, and the United States provisional court instituted by General Orders, No. 88, current series, these headquarters, shall have current jurisdiction over the offenses herein described. It is hereby made the duty of all judges and officers connected with the said courts and of all municipal judges, alcaldes, and members of the insular and municipal police forces of this island to give immediate information to the nearest court having jurisdiction of any violation of this order.

8. All laws, decrees, or orders now or heretofore existing in conflict with the provisions of the foregoing order are hereby revoked and annulled.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General*.

General Orders, }
No. 130. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, August 29, 1899.

General Orders, No. 22, current series, these headquarters, dated February 17, 1899, relative to a reward of \$100, to be given to any person for the apprehension and delivery to the military authorities, and conviction of anyone guilty of arson, murder, robbery, or violent assault for the purpose of murder or robbery on the part of anyone forming a combination known as the banditti or organization for violating the law, is revoked.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General*.

General Orders, }
No. 132. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, August 31, 1899.

Under the provisions of Article IX of the Treaty of Peace between the United States and Spain, "Spanish subjects, natives of the Peninsula," residing in Puerto Rico, "may preserve their allegiance to the Crown of Spain by making before a court of record, within a year from the date of the exchange of ratification of the treaty, a declaration of their intention to preserve such allegiance, in default of which declaration they shall be held to have renounced it and to have adopted the nationality of the territory in which they may reside."

I. The proclamation of the President of the United States announcing the ratification of the Treaty of Peace having been made on April 11, 1899, the limitation of one year referred to and prescribed in the treaty will begin to run from that date. All Spanish subjects, natives of the Peninsula, residing in Puerto Rico, who desire to preserve their Spanish nationality, may declare such intention before the municipal judge of the municipality in which they live. Those who fail to do so on or before April 10, 1900, will be understood to have renounced their allegiance to Spain, and will be considered as having adopted citizenship in Puerto Rico.

II. For the purpose of permanent record and the protection of the parties concerned, a document will be prepared in duplicate in each case by the municipal judge setting forth the following facts:

(a) The name and surname of the interested party, his or her age, nationality (specifying the province), civil status, and profession, trade, or occupation.

(b) Names of wife and children, should there be any, and the names of the applicant's parents.

(c) The date in which the declaration is made and signed.

This document shall be subscribed by the applicant and witnessed by the signatures of the municipal judge and the secretary of his court.

III. Unmarried women (natives of the Peninsula) of legal age will make declaration in the same manner as men.

IV. Guardians may make declarations for their wards (such children being natives of the Peninsula), but any such ward who attains the age of 21 years before April 11, 1900, may renounce such act when he or she becomes of legal age by appearing before a municipal judge and making declaration of such renunciation, and such renunciation will be recorded, indorsed, and returned in the same manner as hereinafter prescribed for declarations.

V. Immediately upon the execution of the document the municipal judge shall transmit both copies to the civil secretary for registration in the bureau of state and municipal affairs. The chief of the bureau will enter the document in a register prepared for the purpose, file one copy in his office, and return to the municipal judge the other copy, duly indorsed with its serial number and the date of entry in the register of nationality. The copy so returned will be immediately delivered by the municipal judge to the interested party.

VI. No fees of any character shall be required for the execution of the documents provided for in this order.

VII. Municipal judges will be held responsible for a careful compliance with the provisions of this order.

VIII. Printed blank forms will be prepared by the chief of the bureau of state and municipal affairs, under the direction of the civil secretary, and furnished upon application and without charge to the municipal judges.

IX. The civil rights and political status of other inhabitants of this island are to be determined by Congress as provided in the treaty.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General.*

General Orders, }
No. 134. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, August 31, 1899.

Upon the recommendation of the judicial board it is hereby ordered as follows:

I. In order to practice law in Puerto Rico it shall be requisite to be 21 years of age and have the title of lawyer.

II. On and after this date it shall be requisite that the title of lawyer be obtained at a university of the United States, or at such law school as may be established in Puerto Rico, except in exceptional cases hereinafter named. A certificate of admission to the bar of the Supreme Court of the United States shall also be a sufficient title to exercise the profession of lawyer in this island.

III. The title of lawyer practicing at present before the tribunals of this island, which are registered at the present bar association, shall be valid and effective for all legal purposes connected with the practice of the profession.

IV. Native lawyers shall be admitted to the practice of the profession upon the presentation of law diplomas which have been heretofore issued by Spanish or Cuban universities.

V. Lawyers who are matriculated at the existing bar association shall continue in the exercise of their profession upon promising to present their diplomas; but they shall be obliged to present said diplomas within six months from the day on which this order is published in the Official Gazette, which period shall not be extended, and on failing to do so they shall immediately cease to practice.

VI. The university law diplomas presented by native lawyers who have begun their studies at any university of Spain or Cuba previous to the change of sovereignty in this island shall be valid and admitted, provided that said circumstance be proved to the satisfaction of the supreme court of justice.

VII. Lawyers who are in possession of certificates of admission to the bar issued by tribunals of the different States or Territories of the United States, or of the District of Columbia, may practice in Puerto Rico after having passed an examination before the supreme court of justice to the satisfaction of said court that they have a sufficient knowledge of the laws of the island.

VIII. Diplomas or certificates shall be presented to the supreme court of justice for registration when found to be in accordance with the conditions required by this order, and after having been registered the oath may be taken before any tribunal.

IX. In special cases of exceptional importance the supreme court of justice may permit distinguished foreign lawyers, upon presentation of their titles, to exercise their profession for the exclusive purpose of defending their countrymen or the interests of the same.

X. The titles of Spanish lawyers referred to in General Orders, No. 69, shall be respected.

XI. The profession of solicitor (*procurador*) is hereby abolished. Those who have practiced successfully said profession of solicitor (*procurador*) before any tribunal shall be entitled, in default of lawyers, to be appointed municipal judges or secretaries to the municipal courts.

XII. In future, when not appearing personally, parties litigant shall be represented before the supreme court of justice and the district courts exclusively by lawyers, without the necessity of furnishing the latter with a letter of attorney, and any lawyer who assumes a representation for which he has not been authorized shall be

suspended by the tribunals from exercising his profession for such period as may be determined by the court, aside from the civil or criminal responsibility which he may have incurred.

In the municipal courts parties litigant may appear in person or be represented by a resident of the locality duly authorized by them for the purpose.

XIII. For the purpose of conducting the minor affairs connected with judicial business lawyers may avail themselves of agents, whom they shall designate in writing to the courts of justice.

By command of Brigadier-General Davis.

W. P. HALL, *Adjutant-General*.

General Orders, }
No. 135. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, September 2, 1899.

General Orders, No. 119, current series, these headquarters, is modified to read as follows:

I. In addition to the military posts upon the island, the following places are designated as depots of supplies for the destitute in their neighborhoods: Bayamón, Fajardo, Caguas, Arroyo, Guanica.

A detachment of one officer and twenty-five men will be sent to each of these places to receive, care for, and distribute supplies. The officer in charge will, if necessary, rent suitable buildings for the proper transaction of his duties and will forward to these headquarters requisitions as indicated by paragraph 8, General Orders, No. 117, current series, these headquarters, and will be governed by this order and such other instructions as may be given.

II. The commanding officers of San Juan and Ponce will supply from their posts the officers and detachments for these points as follows:

From San Juan: Bayamón, Caguas, Fajardo.

From Ponce: Arroyo, Guanica.

III. The destitute in the various municipalities will be supplied from depots or subdepots as follows:

San Juan.—Rio Piedras, Carolina, Loiza, Trujillo Alto.

Bayamón.—Toa Baja, Toa Alta, Naranjito, Dorado, Corozal, Comerio.

San German.—Sabana Grande, Lajas.

Fajardo.—Rio Grande, Luquillo, Ceiba.

Mayaguez.—Cabo Rojo, Hormigueros, Las Marías, Maricao, Añasco.

Caguas.—Gurabo, San Lorenzo, Aguas Buenas, Juncos.

Adjuntas.—

Arroyo.—Guayama, Salinas, Patillas.

Lares.—San Sebastian.

Guanica.—Yauco, Guayanilla.

Manatí.—Morovis, Ciales, Vega Baja, Vega Alta, Barceloneta.

Arecibo.—Utua, Hatillo, Camuy, Quebradillas.

Ponce.—Juana Diaz, Santa Isabel, Peñuelas, Coamo.

Humacao.—Yabucoa, Naguabo, Piedras, Maunabo, Vieques, Culebra, and other islands.

Aibonito.—Barros, Barranquitas.

Cayey.—Cidra.

Aguadilla.—Moca, Aguada, Rincon, Isabela.

IV. While this plan of distribution will be followed as near as practicable, it may be found necessary on account of difficulties in certain lines of travel to make slight changes in the depots or subdepots from which parts of municipalities will draw their supplies. Officers in charge of depots are authorized to make these changes when necessary.

V. The quartermaster's department will supply such transportation and riding animals as may be required at Bayamón, Fajardo, Caguas, Arroyo, and Guanica.

By command of Brigadier-General Davis.

W. P. HALL, *Adjutant-General*.

General Orders, }
No. 136. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, September 5, 1899.

On the 15th instant the customs houses at Vieques, Fajardo, and Guanica will be closed; the employees thereat will be discharged, and these ports will be discontinued as ports of entry.

Upon due notice from owners or masters of vessels desiring to load or unload at

either of these ports the collector of customs for Puerto Rico or the collector at the nearest port, as hereinafter set forth, will designate an inspector or appraiser to supervise the matter, the extra expenses of such detail to be paid by the owners or masters of vessels.

The ports of Fajardo and Vieques are placed under the supervision of the collector of customs at Humacao and that at Guanica under the supervision of the collector of customs at Ponce, these collectors being authorized to employ a guard, with the title of customs agent, at a salary of \$30 per month at each of these ports to represent them there.

The records and office furniture of the port of Guanica will be sent to the collector of customs at Ponce and those of the ports of Vieques and Fajardo to the collector of customs at San Juan.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General.*

General Orders, }
No. 137. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, September 5, 1899.

The island of Miraflores and the public buildings thereon are assigned temporarily as the quarantine station of this port and will be turned over to the quarantine inspector of the island of Puerto Rico.

They will be put in order and so maintained by the board of public works.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General.*

General Orders, }
No. 138. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, September 6, 1899.

The collection of taxes due by land holders to the insular treasury and municipalities having been suspended, alcaldes are hereby ordered to institute investigation proceedings upon request of the parties concerned in order to determine which of these are entitled to have their taxes remitted for the current fiscal year, in view of the damages caused to their property by the hurricane of August 8, 1899. The papers relating to said proceedings drawn in conformity with all the requirements of the law shall be forwarded to the civil secretary, who shall submit same to the governor-general for his approval.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General.*

General Orders, }
No. 142. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, September 18, 1899.

With the concurrence of the superior board of health, General Orders, No. 101, current series, these headquarters, relating to the sale of fresh beef, is amended so as to remove the restriction upon the slaughter of pregnant cattle for beef, when not more than six months pregnant, such cattle being otherwise in healthy condition.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General.*

General Orders, }
No. 143. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, September 19, 1899.

I. The number of councilmen in the various municipalities of the island will hereafter be in accordance with the number prescribed in the following table:

	Mayor.	Councilmen.
In towns of—		
Not more than 8,000 inhabitants.....	1	9
Over 8,000 inhabitants and not exceeding 16,000.....	1	12
Over 16,000 inhabitants.....	1	15

II. Until municipal elections can be held for the purpose of conforming to the above rule no vacancies now existing, or which may hereafter occur in town councils, shall be filled, unless the number of councilmen forming the municipal corporation is or shall be reduced below the quota herein authorized, in which case the vacancies will be filled by appointment by the governor-general. Report of such vacancies, should any occur, will be made to the governor-general by the mayor.

III. Upon the date on which the newly elected municipal council of any city or town is installed in office, the municipal board of such city or town will cease to exist.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General.*

General Orders, }
No. 144. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, September 19, 1899.

The municipal courts created by General Orders, No. 118, current series, these headquarters, being charged with all business relating to the civil register, it is the duty of the municipalities to provide for the necessary expenses of personnel and material for maintaining said register. The municipalities will also provide for the payment of all necessary expenses for postage for the official correspondence of their respective municipal courts.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General.*

General Orders, }
No. 145. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, September 21, 1899.

Municipal elections which may hereafter be held in this island will be conducted according to the following rules:

I. The election will be under the general direction and control of an army officer, to be designated by the commanding general of the department as the officer in charge.

II. The officer in charge will, by public advertisement, at least twenty days in advance of the date fixed upon for the election, call upon the contending political parties to assemble in peaceable convention and nominate their candidates for the respective offices.

There shall be eligible for the offices of alcaldes, councilmen, municipal judges, and suplente only those taxpayers of the municipality who are included in the first two-thirds of the total number of taxpayers, arranged in the order of the amount of taxes paid, or members of the liberal professions. Each convention will, through its presiding officer and secretary, certify the list of persons nominated by their convention to the officer in charge, who will thereupon prepare the printed ballots (the form of Australian ballot being used), and will furnish the same in sufficient quantity free of charge to the executive committees of the contending political parties. The expense of printing ballots will be borne by the municipal treasury.

III. Within three days after receiving the lists of candidates from the respective conventions the officer in charge will organize a board of registration, consisting of one army officer as president and two members of each of the contending political parties. Each civil member of this board, before entering upon his duties, will take oath before the municipal judge (for which oath there will be no charge or fee) for the faithful discharge of his duties. After this board is thus duly qualified it will prepare poll lists of the eligible voters of the municipality, and as soon as such lists are completed copies thereof will be publicly posted by the board for three days at the post-office, alcalde's office, and such other public places as the board may deem advisable. Each voter, upon being registered, will be serially numbered, and the number thus given to each will be posted opposite his name in the polling list.

The polling place of each number or series of numbers will also be posted in like manner.

IV. During the three days on which the poll lists are publicly posted the board of registration will remain in session for the purpose of receiving challenges or objections to any of the voters named in such lists, and applications for registration from those whose names may have been erroneously omitted therefrom. The place, dates, and hours of meeting of said board shall be publicly announced by the officer in charge by posters at the post-office, alcalde's office, and in such other manner as he may deem proper.

V. An elector, to vote at such elections, shall possess the following qualifications:

(a) He must be a bona fide male resident of the municipality.

(b) He must be over 21 years of age.

(c) He must be a taxpayer of record at the date of his registration, or he must be able to read and write.

(d) He must have resided upon the island of Puerto Rico for two years next preceding the date of his registration, and for the last six months of said two years within the municipality where the election is held.

VI. In determining the ability of voters to read and write, any standard book or newspaper may be used by the board of registration, the voter being required to write one or more phrases from dictation.

VII. Upon the revision and completion of the polling lists the board of registration will certify to the correctness of the lists, each member signing the certificate, and will then turn the lists over to the proper boards of supervisors.

VIII. Boards of supervisors to superintend the balloting, and each to consist of one army officer as president and one member each of the opposing political parties, will be appointed by the officer in charge. Each civilian member of these boards shall take oath as prescribed in Paragraph III of this order for the faithful discharge of his duties.

IX. No challenges will be received by the boards of supervisors at the polls, except as to the identity of voters with the persons whom they represent themselves to be as named in the official polling lists.

X. Should there be any doubt in the mind of any member of the board of supervisors as to the identity of a voter with the person whom he represents himself to be, proof will be required to establish his identity to the satisfaction of the board.

XI. For the purpose of establishing the identity of voters whose identity is challenged, the president of the board of supervisors in each polling place is empowered to administer oaths to the challenged party and to the witnesses whom he may produce to establish his identity. False swearing under this article shall be subject to the same pains and penalties as perjury.

XII. Any person who fraudulently votes, or attempts or offers to fraudulently vote, at any public election, shall, upon conviction thereof, be subjected to a fine not exceeding \$100 or to imprisonment at hard labor not exceeding three months, or to both such fine and imprisonment, at the discretion of the court.

XIII. It shall be the duty of each member of the boards of supervisors having knowledge of fraudulent voting, or of attempt to fraudulently vote, to file information in the proper court against the person so offending. Upon receipt of such information the prosecuting attorney will institute the proper proceedings without delay. The district courts instituted by General Orders, No. 114, current series, these headquarters, shall have jurisdiction of all prosecutions relating to elections in their respective districts.

XIV. All polling places and the hours for balloting will be publicly announced by the officer in charge by written or printed posters displayed at the post-office and at the alcade's office, and also in such other manner as he may deem proper, at least three days before the day of election. A copy of this order, in Spanish and English, will also be posted for three days preceding the first day of registration at the post-office, alcade's office, and at such other places as the officer in charge may deem advisable.

XV. In voting for councilmen each elector shall have the right to vote for candidates not exceeding in number the following: For 6, where the number to be elected is 9; for 8, where the number is 12; for 10, where the number is 15.

And when the number marked on any ballot exceeds the proportion above specified said ballot shall not be counted.

XVI. Voters are cautioned to put no writing or marks on the ballot except a characteristic mark thus † or thus x in the margin opposite the name of the person for whom they desire to vote. Ballots otherwise marked will be rejected.

Those candidates receiving the highest number of votes shall be declared elected in order up to the number of seats to be filled.

In case of a tie vote between councilmen of the same party, that one will be declared elected whose name appears nearest the head of the list on the ballot.

In case of a tie vote between councilmen of different parties, those will be declared elected whose party does not elect the alcade.

XVII. From the hour that the polls open until they close the ballot boxes shall remain publicly exposed in the custody of the proper boards of supervisors.

XVIII. Ballot boxes must not be removed from the polling places until the polls are closed.

XIX. No polling places shall be located outside the limits of the town in which the election is held.

XX. Every precaution will be taken to see that every person who is entitled to vote has opportunity to do so. The necessary precautions will be taken by the offi-

cer in charge to avoid disturbances at the polls and to keep the way to the ballot boxes unobstructed.

XXI. Immediately after the polls are closed the various boards of supervisors will begin the counting of the ballots which have been deposited in the ballot boxes under their particular charge. The ballots will be carefully preserved. A certificate of the count and result of the votes will be signed by the three members of the board, and shall state that the vote was conducted fairly and honestly, or shall state such irregularities, if any, as may have occurred. All the ballots, together with the certificate of the board, will, in the presence of the board, be inclosed in one package, carefully sealed, and delivered by the board immediately to the officer in charge. These packages, with seal unbroken, will be brought by the officer in charge to these headquarters by the first available transportation, where the result will be announced and the necessary orders given for installing the successful candidates in office.

XXII. The persons elected at such election shall hold office until November 1, 1900. In case vacancies occur within the year by death, resignation, or for other legal cause, the council will elect suitable eligible persons to fill such unexpired term.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General.*

General Orders, }
No. 146. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, September 21, 1899.

I. Hereafter the business of municipal councils will be conducted according to parliamentary rules.

II. One-half plus one of the total membership, including the alcalde, will constitute a quorum.

III. Attendance by all members at all regular or special meetings is obligatory.

IV. Absent members (except where prevented from attending by sickness or other evident necessity), shall be equally responsible with those present for any action or resolution taken by the council.

V. Excuses for absence will be presented to the council, and if accepted and approved by the same they will be so entered in the minutes of the meeting.

VI. If disapproved, a statement of the facts, with the action of the council, will be forwarded to the governor-general, with the recommendation of the council. The action taken will also be entered in the minutes of the meeting.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General.*

General Orders, }
No. 147. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, September 23, 1899.

Upon the recommendations of the advisory board on insular affairs and of the judicial board the following is published for the information and guidance of all concerned:

"Retroactive effect is hereby given to General Orders, No. 16, current series, these headquarters, dated November 26, 1898, and all dues heretofore known as royal dues on the transfer of property, inheritance, and similar transactions, as referred to in said general orders, and which at this date remain unpaid, are hereby remitted."

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General.*

General Orders, }
No. 148. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, September 23, 1899.

The Spanish translation of section 4, Paragraph VIII, General Orders, No. 88, current series, these headquarters, is corrected so as to read:

"Offenses committed by or against foreigners or by or against citizens of another State, district, or Territory of the United States, residing in this department."

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General.*

General Orders, }
No. 150.

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, September 26, 1899.

I. Hereafter the records of all courts, magistrates, notaries, registrars, municipalities, and other public offices shall be open to the inspection of the public during office hours.

II. All officers or custodians in charge of such records shall furnish officially certified copies thereof to any person who may make application therefor upon payment of the following fees: For each folio of transcript of a record, 15 cents, American currency; for each official certification of a transcript, 25 cents, American currency.

III. The term folio shall mean 100 words, counting each figure as a word. Where there are over 50 and under 100 words they shall be counted as one folio, but a less number than 50 words shall not be counted except when the whole document so copied contains less than fifty words.

IV. All fees collected under the provisions of this order by salaried officials shall be turned in monthly to the insular treasury. Those collected by unsalaried officials shall be retained by the official making the certificate.

By command of Brigadier-General Davis.

W. P. HALL, *Adjutant-General.*

General Orders, }
No. 151.

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, September 27, 1899.

The following orders are published for the information and guidance of all concerned:

PURITY AND WHOLESOMENESS OF FOODS, DRINKS, DRUGS, AND MEDICINES.

1. Foods and drinks in the meaning of this order are all articles used for food or drink by man, whether simple or compound. The term drug includes all medicines used by man, whether for internal or external use.

2. No adulterated articles of food or drink shall be made or sold in Puerto Rico; articles ordinarily recognized as foods, which are really mixtures, may be sold, if marked with the word "mixture" or "compound." No diseased, decomposed, offensive, or unclean article shall be used in the manufacture of any food, drink, or medicine.

3. No person shall sell in Puerto Rico any impure, diseased, decayed, or unwholesome provisions, or any adulterated bread, or any food substance mixed with a poisonous substance.

4. No person, whether owner, manager, keeper of, agent, bartender, or clerk, in any saloon, restaurant, boarding or eating house in Puerto Rico, shall offer for sale any food or drink containing anything poisonous or unwholesome.

5. No person owning, renting, or leasing any stall, room, or stand, where milk, meats, vegetables, or groceries are sold as food, shall fail to keep said room, stall, or stand in a cleanly condition, nor shall such persons allow such milk, meats, vegetables, or groceries to become poisonous or infected or unfit for food by reason of uncleanly condition of such stall, room, or stand.

6. No person shall offer for sale in Puerto Rico any unwholesome, watered, or adulterated milk, or milk produced from cows which are visibly diseased or are kept upon and fed on garbage, swill, or other deleterious substances.

7. No person in Puerto Rico shall sell any article of food or drug which is not of the nature, substance, and quality of the article demanded by any purchaser; and no person shall sell any compound food or drug which is not composed of ingredients in accordance with the demand of the purchaser.

8. No person in Puerto Rico shall subtract from any article of food any part of it, so as to affect injuriously its quality, substance, or nature; and no person shall sell any article so altered without making disclosure of the alteration.

9. All drugs sold must be of the standard quality and strength prescribed in the Spanish or United States pharmacopœias.

10. All compound, proprietary, patent, or secret remedies sold in Puerto Rico shall bear upon the bottle, box, or package an exact formula, stating the constituents of the medicine or remedy.

11. No pharmacist, not a legally qualified physician, shall prescribe remedies for the sick. Every bottle, box, or package containing any medicine or drug shall be labeled with the name of the same and with the name of the physician who wrote the prescription. Pharmacists shall not sell arsenic, strychnine, or other compounds, or other drugs, commonly known as deadly poisons, except upon the prescriptions of

legally qualified physicians. Before such sale is made the name of drug and its quantity, the name of the physician prescribing and also the name of the purchaser shall be entered in a book especially kept for the purpose. The purchaser shall sign his name in a book below the entry made by the druggist. Every bottle, box, or package containing a dangerous drug shall be distinctly labelled "poison" and the person shall be warned of the nature of the article.

12. Violation of the provision of this regulation shall, upon conviction, be punished with a fine of not less than \$10 nor more than \$200, or imprisonment for not less than five nor more than ninety days, at the discretion of the court.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General.*

CIRCULARS, 1899.

Circular, }
No. 1. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, March 10, 1899.

In the construction of all works and improvements upon this island by the United States Government, or under its supervision, native Puerto Ricans possessing proficiency will, when practicable, be employed in preference to all foreigners; this to prevent the importation of foreign labor to the detriment of Puerto Ricans.

By command of Major-General Henry:

W. P. HALL, *Adjutant-General.*

Circular, }
No. 3. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, March 18, 1899.

The alcaldes of the several jurisdictions of the vaccination divisions of this department are required to use all their authority to secure prompt compliance on the part of the people with the order of these headquarters requiring all the inhabitants to present themselves for vaccination when notified. Any persons failing to so present themselves, either for vaccination or examination afterwards, as directed, will be punished.

No person who can not present a duly attested official certificate of vaccination after the date when the official vaccination in his or her barrio or district is completed, shall be admitted to any school, public or private, shall travel by any public conveyance, visit any theater or any place of public resort, engage in any occupation related to the public, or receive employment.

All school-teachers, managers, employers, and others affected by this order will govern themselves accordingly under penalty.

By command of Major-General Henry:

W. P. HALL, *Adjutant-General.*

Circular, }
No. 8. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan April 11, 1899.

By direction of the Acting Secretary of War, Messrs. De Ford & Co., fiscal agents of the United States for the island of Puerto Rico, will not discount drafts or checks drawn on Government funds or custom-house receipts, but will pay the same in full on presentation.

By command of Major-General Henry:

W. P. HALL, *Adjutant-General.*

Circular }
No. 17. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, July 3, 1899.

Referring to General Orders, No. 71, current series, from these headquarters, the following instructions are published:

1. A writ of habeas corpus—in general terms—is one that is issued for the delivery of a prisoner to the authority issuing same by the person who has him in custody, for the purpose of ascertaining and deciding without delay whether the prisoner should continue in confinement, have his bail reduced or altered, or be released on his own recognizance.

2. The petition for a writ of habeas corpus must be made by addressing an application in writing to any of the authorities enumerated in paragraph 1 of General Orders, No. 71, current series. In said petition the party concerned shall set forth: What authority or person ordered his arrest; the date thereof; the causes that led to his imprisonment; the place of his confinement; whether he is held without bail, or in case bail has been required the amount of same; the allegations he may see fit to

advance in support of his petition; the evidence he may have to substantiate said allegations; and lastly, a request that the writ of habeas corpus be issued, and that after the proper formalities he be ordered released under his own recognizance or his bail fixed or reduced.

3. Upon receipt of this petition by the judge or court to whom it is addressed, should he have no jurisdiction over the party concerned, he shall forthwith refer said petition to the nearest authority having such jurisdiction, giving due notice thereof to the petitioner.

4. When the petition has reached the hands of a judicial authority having jurisdiction over the petitioner he shall immediately issue a writ of habeas corpus to be served upon the party who has the custody of the petitioner, ordering the prisoner to be brought before him, and the writ returned with a statement thereon as to the causes of the imprisonment, the manner in which it was ordered, and the time the prisoner has been confined.

5. When the prisoner has been brought before the authority issuing the writ of habeas corpus he shall be examined under oath as to the truth of the statements contained in the petition. He shall then be made cognizant of the report of his custodian, indorsed upon the writ. The evidence offered by him in support of his statements shall be briefly heard or examined in his presence, within the term he may demand therefor, should such evidence be necessary for the purpose.

6. On the day following the last one of the term fixed for the verification of the evidence the aforesaid authority, after duly weighing same and taking into account the petitioner's allegations, shall decide thereon according to law and justice.

7. All persons indicted for an offense the penalty whereof is less than that of corrective confinement shall remain at large. All those indicted for offenses whereof the penalty is greater than that of corrective confinement shall be admitted to bail, in cash or property, in proportion to the gravity of the offense, and the injury caused by it, except in cases of murder.

8. When the party requesting a writ of habeas corpus does not reside in the same city or town with the authorities enumerated in paragraph 1 of General Orders, No. 71, current series, said authorities may designate the inferior authority before whom the prisoner should be brought by his custodian, and who is to verify the evidence, an indorsement to that effect being made upon the writ.

9. When by virtue of a writ of habeas corpus the release of a prisoner or the reduction of his bail has been ordered, the judicial authority issuing same shall forward a copy of said decision to the judge or court where the prisoner is being tried, in order that it may be joined to the record of the case.

10. The writ of habeas corpus and the decision given by reason thereof shall not affect the final judgment that eventually may be given in the prosecution instituted against the party requesting it. Its object is only to prevent the undue prolongation of his detention in jail.

11. The writ of habeas corpus shall be issued without cost to the petitioner.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General.*

Circular, }
No. 23. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,

San Juan, July 31, 1899.

1. All physicians, health officers, alcaldes, municipal judges, or other persons having knowledge of cases of cholera, yellow fever, leprosy, oriental plague, diphtheria, or glanders, shall at once notify the secretary of the superior board of health at San Juan by telegraph if possible, if not, by letter.

2. Municipal judges and alcaldes will send one copy of their monthly health returns direct to the secretary of the superior board of health.

3. Physicians will continue to make returns to the municipal judges for the present.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General.*

Circular, }
No. 27. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,

San Juan, August 12, 1899.

Under instructions from the War Department, upon the recommendation of the military governor, all agricultural and sugar-making machinery imported into Puerto Rico has been placed upon the free list. Customs taxes will not be hereafter collected on them.

Under instructions from the same authority, upon the same recommendation, the tax of \$4 per head on castrated oxen imported into Puerto Rico exclusively for slaughter has also been remitted, so that they will be admitted to this island free of duty.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General.*

Circular, }
No. 28. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, August 19, 1899.

The established rate of wages to laborers upon public works is 5 centavos per hour or its equivalent in United States currency. This applies also to all laborers employed in barrack reconstruction and other ordinary labor. Tools will be furnished by the employer.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General.*

Circular, }
No. 32. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, September 1, 1899.

The destruction caused by the recent hurricane, while deplorable, may be made ultimately to result in substantial benefits to the inhabitants of Puerto Rico.

Not the least important of these is the opportunity afforded of beautifying the cities and villages and improving their sanitary conditions.

Attention is invited to the circular of June 8, 1893, issued by the Spanish governor-general, the provisions of which, so far as applicable to present conditions and except as herein modified, are reiterated.

Each and every town in Puerto Rico should be divided into three zones:

First. That in which the buildings should be of brick or stone.

Second. That in which the buildings may be either brick, stone, or wood, and must be roofed with metal or tiles and substantially constructed. Material equally durable with wood may also be used.

Third. That in which the buildings may be of lighter material with thatch or bark roofs and siding.

Particular attention is called to the third zone, which is usually a collection of hovels, uninviting in appearance, and because of their unsanitary condition, threatening to the public health. This zone, as well as others, should be laid out in well-defined streets and alleys. In the third zone each street should be at least ten meters wide and each alley five meters wide. Each lot in this zone should have an area of 336 square meters (8 by 42 meters), which would afford space for a garden in addition to the house, and the latter should stand three meters back from the edge of the street.

One lot should not be occupied by more than one family, or have upon it more than one residence. There should be a properly constructed latrine for each house placed at a convenient distance from it, and wells should be located in suitable positions to be indicated by the board of health.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General.*

Circular, }
No. 35. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, September 22, 1899.

Under the provisions of tariff circular No. 82, War Department, Washington, July 10, 1899, collectors of customs at the various ports of the island of Puerto Rico are hereby designated and empowered to issue certificates of protection to vessels which are not documented by law as vessels of the United States, but are by the law of nations entitled to the protection and flag of the United States.

All certificates of protection issued under this circular will be forwarded to these headquarters through the collector of customs for Puerto Rico.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General.*

APPENDIX C.

MILITARY GOVERNMENT OF PUERTO RICO, HEADQUARTERS, SAN JUAN.

[The gentlemen whose names are preceded by an asterisk give their service gratuitously to the military government. No United States Army officer mentioned herein receives any salary from the insular government for civil duties performed by him.]

Military governor.—Brig. Gen. George W. Davis, U. S. V.

Lieut. Col. William P. Hall, chief of staff; Capt. George T. Langhorne, acting aid-de-camp; First Lieut. John S. Battle, aid-de-camp.

Commandant of naval station.—Capt. A. S. Snow, U. S. N., captain of the port of San Juan.

The advisory board on insular affairs.—President, the military governor; *Mr. Francisco P. Acuña, vice-president; *Mr. Andrés Crosas, *Mr. J. R. Latimer, *Mr. M. Egozcue, *Mr. Santiago R. Palmer, *Mr. Rafael Palacios Apellaniz, *Mr. F. Guillermet, *Mr. Ramon Mendez Cardona, *Mr. Manuel Paniagua, jr., secretary.

The judicial board.—*Mr. Hilario Cuevillas Hernandez, Mr. N. B. K. Pettingill, Maj. A. C. Sharpe, U. S. V., *Mr. Juan Hernandez Lopez, *Mr. Manuel F. Rossy.

The solicitor-general.—Mr. Rafael Nieto Abeillé.

THE JUDICIARY.

The supreme court.—Chief justice: Mr. José Severo Quiñones.

Associate justices: Mr. Conrado Hernandez, Mr. José María Figueras, Mr. Rafael Nieto Abeillé, Mr. Juan Morera Martinez, Mr. Luis Ealo y Dominguez, ad interim.

Prosecuting attorney: Mr. Rafael Romeu Aguayo.

Secretary: Mr. Eugenio Lopez Gaztambide.

The United States provisional court.—Law judge: Mr. N. B. Kent Pettingill.

Associate judges: Maj. Eugene D. Dimmick, U. S. A., Maj. Earl D. Thomas, U. S. A.

Attorney United States provisional court: Mr. J. M. Keedy.

Clerk of the court: First Lieut. Robert Alexander, U. S. A.

Marshal United States provisional court: Private Samuel C. Bothwell, Troop D, Fifth United States Cavalry.

The district court of San Juan.—Mr. Juan Ramón Ramos Velez, Mr. Angel Acosta Quintero, Mr. Felipe Cuchí Arnau.

Prosecuting attorney: Mr. Eduardo Acuña Aybar.

The district court of Ponce.—Mr. José Ramón Becerra Garate, Mr. Isidoro Soto Nusa, Mr. Ramón Quiñones.

Prosecuting attorney: Mr. Rafael Sanchez Montalvo.

The district court of Mayaguez.—Mr. Juan J. Perea Bastor, Mr. Felipe Casaldue Goicoechea, Mr. Enrique Lloreda Casabó.

Prosecuting attorney: Mr. José de Diego Martinez.

The district court of Arecibo.—Mr. Julio M. Padilla, Mr. Salvador Fulladosa Mir, Mr. Horacio Nieto Abeillé.

Prosecuting attorney: Mr. Jesus M. Rossy Calderon.

The district court of Humacao.—Mr. Juan F. Vias Ochoteco, Mr. Ricardo La Costa Izquierdo, Mr. Pedro Aldrey Montoliu.

Prosecuting attorney: Mr. Emilio Toro Cuevas.

The board of prison control.—Mr. José Severo Quiñones, Maj. A. C. Sharpe, U. S. V.; Maj. L. P. Davison, U. S. V.; Mr. Rafael Romeu Aguayo, *Mr. Manuel F. Rossy.

Secretary and disbursing officer: First Lieut. James J. Hornbrook, U. S. A.

Treasurer.—Maj. James A. Buchanan, U. S. A.

Auditor.—Mr. J. R. Garrison.

Civil secretary.—Mr. Cayetano Coll y Toste, having jurisdiction of the bureaus of state, internal revenue, and agriculture.

Chief bureau state and municipal affairs.—Mr. Manuel Camuñas.

Chief of bureau internal revenue.—Mr. Calixto Romero.

Chief of bureau of agriculture, industry, and commerce.—Mr. Juan Bautista Rodriguez.

Board of education.—Mr. Victor S. Clark, president; George G. Groff, M. D., *Prof. Henry Huyke, *Jose E. Saldaña, M. D., *Mr. R. H. Todd.

Board of public works.—Capt. William V. Judson, U. S. A.; president; Mr. Francis L. Hills, Mr. Juan Bautista Rodriguez.

Superior board of health.—Maj. John Van R. Hoff, surgeon, U. S. A., president; Dr. George G. Groff, secretary and treasurer; Surg. Arthur H. Glennan, U. S. M. H. S., Surg. F. W. F. Wieber, U. S. N., *Dr. Gabriel Ferrer, *Dr. Ricardo Hernandez.

Board of charities.—Maj. John Van R. Hoff, surgeon, U. S. A., president; Surg. F. W. F. Weiber, U. S. N., *Mr. Federico Degetau Gonzalez; Capt. G. M. Wells, assist-

ant surgeon, U. S. A.; Capt. F. P. Reynolds, assistant surgeon, U. S. A.; *Rev. J. de J. Nin, Catholic priest; Rev. Henry A. Brown, chaplain, U. S. A.; Harold W. Cowper, acting assistant surgeon, U. S. A., secretary and disbursing officer.

Postal service.—Mr. W. H. Elliot, director of posts.

Military telegraph service.—Maj. Wm. A. Glassford, U. S. V.

Quarantine service.—Surg. Arthur H. Glennan, U. S. Marine Hospital Service, in charge; Asst. Surg. Claude H. Lavinder, U. S. Marine Hospital Service, at Ponce.

Light-house service.—Capt. Wm. V. Judson, U. S. A., engineer; Ensign W. R. Gherardi, U. S. N., inspector.

Customs service.—Maj. Charles L. Davis, U. S. A., collector for the island and for the port of San Juan; Maj. Francis W. Mansfield, U. S. A., Ponçe; Capt. Pierce M. B. Travis, U. S. A., Mayaguez; Capt. Augustus C. Macomb, U. S. A., Arecibo; First Lieut. Seaborn G. Chiles, U. S. A., Aguadilla; Capt. Fred W. Foster, U. S. A., Arroyo; Capt. Clarence E. Dentler, U. S. A., Humacao.

Insular police.—Mr. Frank Techter, chief.

APPENDIX D.

POPULATION OF THE ISLAND OF PUERTO RICO FOR THE VARIOUS YEARS FROM THE DISCOVERY UP TO THE PRESENT TIME, ACCORDING TO DR. CAYETANO COLL Y TOSTE.

1493 (*Year of discovery*).—According to Fray Bartolome de las Casas, the island was populated like a beehive. Fray Inigo Abad accepts Bayacete's total of 600,000 inhabitants. The probabilities are that, owing to the difficulties of obtaining food and to the struggle of the aborigines against the unhealthy condition of the inter-tropical zone, the number of indigenes did not exceed 80,000 or 100,000 souls.

1515.—Thirty-five inhabitants in the village of Caparra and 35 in San German, the only towns of the island (Licenciado Velazquez). The indigenes were divided into gangs and made to work in the mines. Those who took part in the uprising were branded on the forehead with an F.

1548.—The capital, 130 inhabitants; San German, 20. (Had been burned by French corsairs.)

1646.—The capital, 500 inhabitants; San German, 200; Arecibo, 100, and Coamo, 80.

1759.—5,611 fighting men, according to Gov. Esteban Bravo.

1765.—44,833 souls, according to Governor O'Reilly (first census).

1775.—70,260 souls. (Fray Inigo.)

1782.—81,120 souls.

1783.—87,984 souls.

1788.—101,398 souls.

1793.—120,022 souls.

1796.—132,982 souls.

1798.—132,982 souls. (Fray Inigo.)

1799.—153,232 souls.

1800.—155,426 souls.

1802.—163,192 souls.

1803.—174,902 souls.

1812.—183,014 souls.

1815.—220,892 souls.

1834.—358,836 souls.

1846.—443,139 souls. (Santiago Fortun.)

1860.—580,329 souls. (Paulino Garcia.)

1877.—731,648 souls.

1884.—784,709 souls.

1887.—802,439 souls. This census comprises 474,933 whites, 246,647 mixed bloods, and 76,985 negroes. Also 3,224 members of the army, 114 of the navy, and 536 prisoners.

1897.—899,439 souls. This census comprises 573,187 whites, 241,900 mixed bloods, and 75,824 negroes. Also 7,014 members of the army, 368 of the navy, and 1,101 prisoners.

Since 1867 a census has been ordered taken every ten years. From 1860 to 1867 no census was taken. A marked decrease will be noticed in the number of negroes, by comparing the total of 75,824 in the census of 1897, with that of 76,985 in the census of 1887. By prohibiting the immigration of negroes from the neighboring islands, and estimating the annual loss to that race through absorption by the white and mixed races at 3 per cent, those 75,824 negroes that remain in the island would have disappeared in a period of about 300 years. This is a very interesting anthropological study, because, on the event of this happening, the island of Puerto Rico would be the only one of the West Indies where the white race would predominate numerically.

Population of the Island of Puerto Rico, by nationality, census of 1897.

[Compiled from information furnished by Dr. Cayetano Coll y Toste, civil secretary.]

Names of towns.	Natives of—											
	Puerto Rico.	Spain.	Balearic Islands.	Canary Islands.	Venezuela.	France.	Italy.	Switzerland.	Santo Domingo.	Cuba.	Philippines.	Mexico.
Adjuntas.....	18,207	300	98	43	7	47	7	1				
Aguada.....	10,031	23	1			3	3		1			
Aguadilla.....	15,393	262	3	20	7		1		6	23	4	1
Aguas Buenas.....	8,042	54	1	1	1		11					
Aibonito.....	7,385	225	6			28	4			1		
Anasco.....	12,989	65	3	3	1	3	5		2	2		1
Arecibo.....	33,633	432	79	144	24	12	21		5	40		
Arroyo.....	4,697	48	12	6	1	11						
Barceloneta.....	7,704	90	6	30		2	1			1		
Barranquitas.....	7,761	25		4								
Barros.....	13,158	16	3			4				1		
Bayamon.....	17,117	285	21	40	4	3	1		8	54		
Cabo Rojo.....	15,756	176	5	5	5	7	5		1	11		
Caguas.....	16,644	1,097	21	38		2	1		1	14	1	
Camuy.....	9,799	28	5	172	6					1		
Carolina.....	11,658	72	1	13	2		3			7		
Cayey.....	13,579	389	3	9		5	1			3	1	
Ceiba.....	4,101	8	2	1	5		1			2		
Ciales.....	16,147	115	-70	13		1	1			1		
Cidra.....	6,771	56										
Coamo.....	13,142	38	8		1	39				6		4
Comerio.....	8,174	70		3		2		1		1		
Corozal.....	10,606	70	7	4			1					
Culebra Island.....	638	5				2				1		
Dorado.....	3,898	31	1	37			1			2		
Fajardo.....	11,921	167	14	27	3	10	5		1	2	1	
Guayama.....	12,427	276	34	5	4	95	19		1	5		
Guayanilla.....	8,540	48		1	1	46				3		
Gurabo.....	8,114	44	5	5			1					
Hatillo.....	9,328	20	2	146	1		1			4		
Hato Grande.....	12,521	218	3	3	2				1	4		
Hormigueros.....	3,231	30	1	1	1	3	1			1		
Humacao.....	13,069	291	24	16		19	3		2	2	2	1
Isabela.....	13,850	23	1	38	4		1				2	
Juana Diaz.....	23,887	73	10	2	4	47	8		2	4		1
Juncos.....	7,966	68	6	5	2	1	1					1
Lajas.....	8,121	28			4	8		1	1			
Lares.....	21,567	276	111	45	17	19	16		4	4		
Las Marias.....	11,122	188	23	15	2	3	4		5	3		
Las Piedras.....	7,928	48										
Loiza.....	10,206	44		8	1	3						
Manati.....	12,456	101	15	37		3	1			9		
Maricao.....	7,823	100	24	2	3	27	4		5	4		
Maunabo.....	6,264	22			1	9	1	1				
Mayaguez.....	32,885	1,586	96	56	22	74	46	1	71	80	2	2
Moca.....	11,196	24	1							1		
Morovis.....	11,003	24	3	2	1	1	1					
Naguabo.....	9,780	41	1	6	3	10	6	5	2			
Naranjito.....	6,825	55	1	1		1						
Patillas.....	14,416	21	2		1	15				1	1	
Penuelas.....	11,607	30	2	2		5				12		
Ponce.....	45,531	1,917	218	148	55	222	112	2	66	165	6	2
Quebradillas.....	6,222	79		66	2					20		
Rincon.....	6,108	8	1	2		5				1		
Rio Grande.....	9,610	44	12	4		1	8		1	1		
Rio Piedras.....	11,674	249	1	14	2	3		1	1	29	1	
Sabana Grande.....	9,746	11	1	1		20	1					
Salinas.....	3,929	34	2	2		19	1					
San German.....	20,397	208	6	6		21	4			7		
San Juan.....	27,364	5,297	299	210	36	77	27	7	66	242	22	10
San Sebastian.....	16,045	100	13	33	4	1			3	5		
Santa Isabel.....	3,972	16	3	3	1	2	14					
Toa-Alta.....	7,522	115	4									
Toa-Baja.....	3,582	40	11	3		1	2			8		
Trujillo Alto.....	4,623	26		1						1		
Utua.....	40,698	176	61	72	6	20	1			1		
Vega Alta.....	6,007	21	1	3		2			1			
Vega Baja.....	9,885	56	5	12		1	2			1		
Vieques Island.....	5,152	124	16	14		111	1		1	3	1	
Yabucoa.....	12,787	53		1	3	1				4		
Yauco.....	26,590	263	46	7	2	164	25		2	3		

Population of the Island of Puerto Rico, by nationality, census of 1897—Continued.

Names of towns.	Natives of—												
	England.	Germany.	Holland.	Arabia.	Greece.	Africa.	United States.	Denmark.	China.	Turkey.	Sweden.	Bolivia.	Honduras.
Adjuntas													
Aguada													
Aguadilla	4	5	4	1	1	6	3						
Aguas Buenas		1				1							
Aibonito													
Anasco			1			2	1	1	1				
Arecibo	16	4	3			30		19	3	2			
Arroyo	13					17		6			1		
Barceloneta							1						
Barranquitas													
Barros							5					2	
Bayamon	3	2				4	5	9	1				1
Cabo Rojo	1	1	4			11		6					
Caguas			1					1					
Camuy						3							
Carolina			6			7		9					
Cayey				2					7				
Ceiba			1			2		4					
Ciales								1					
Cidra													
Coamo													
Comerio													
Corozal													
Culebra Island	2					1		6					
Dorado						4							
Fajardo	9	1	1			15		26					
Guayama	18		3			14	1	20					
Guayanilla	1					4	1	3					
Gurabo													
Hatillo													
Hato Grande								1					
Hormigueros	1						1						
Humacao	13					2	1	18					
Isabela						1							
Juana Diaz	4												
Juncos													
Lajas		1	1										
Lares			2			3	1						
Las Marias						1	1	1					
Las Piedras													
Loiza	10			1									
Manita				2		1	4		1				
Maricao						1							
Maunabo	1		1			8	2	10					
Mayaguez	18	9	31			3	13	36		96			
Moca													
Morovis						2							
Naguabo	11			1		7		20					
Naranjito													
Patillas						12							
Penuelas			1			1							
Ponce	143	20	15	58		31	58	216			1		
Quebradillas													
Rincon						1							
Rio Grande						3							
Rio Pedras								3					
Sabana Grande			1										
Salinas	1					3		5					
San German	2	1	1			1		1					
San Juan	44	18	3	2		48	19	87	27	9	6		
San Sebastian	1												
Santa Isabel	2					6		5					
Toa-Alta													
Toa-Bajo						2							
Trujillo Alto													
Utua				4			1	1	3				
Vega Alta						3							
Vega Baja						8		2					
Vieques Island	184	1	3	3		1	1	112					
Yabucoa	14	1				3		3					
Yauco	1		1	3		3	1	4	5				

Population of the Island of Puerto Rico, by nationality, census of 1897—Continued.

Names of towns.	Natives of—											Totals.	
	Colombia.	Portugal.	Uruguay.	Russia.	Guatemala.	Asia.	Belgium.	Argentina.	Egypt.	Ecuador.	Brazil.		Austria.
Adjuntas.....													18,710
Aguada.....													10,062
Aguadilla.....													15,744
Aguas Buenas.....													8,112
Aibonito.....													7,649
Anasco.....													13,080
Arecibo.....													34,467
Arroyo.....													4,812
Barceloneta.....													7,835
Barranquitas.....													7,790
Barros.....													13,190
Bayamon.....													17,558
Cabo Rojo.....													15,994
Caguas.....													17,820
Camuy.....													10,014
Carolina.....													11,778
Cayey.....													13,999
Ceiba.....	4												4,131
Ciales.....													16,349
Cidra.....		1											6,828
Coamo.....													13,238
Comerio.....													8,251
Corozal.....													10,688
Culebra Island.....		1											656
Dorado.....													3,974
Fajardo.....	4	2			1								12,210
Guayama.....						12							12,934
Guayanilla.....													8,648
Gurabo.....													8,169
Hatillo.....													9,502
Hato Grande.....													12,753
Hornigueros.....													3,271
Humacao.....													13,463
Isabela.....													13,921
Juana Diaz.....													24,042
Juncos.....													8,049
Lajas.....													8,165
Lares.....													22,065
Las Marias.....													11,368
Las Piedras.....													7,976
Loiza.....													10,273
Manita.....													12,630
Maricao.....		1											7,994
Maunado.....													6,320
Mayaguez.....		2					1						35,130
Moca.....													11,222
Morovis.....													11,037
Naguabo.....		1											9,894
Naranjito.....													6,883
Patillas.....													11,469
Penuelas.....													11,660
Ponce.....	4	4	1	1			2			1	1		49,000
Quebradillas.....													6,389
Rincon.....													6,125
Rio Grande.....													9,685
Rio Piedras.....													11,978
Sabana Grande.....													9,781
Salinas.....													3,996
San German.....													20,655
San Juan.....		4					1	2	1		5		39,833
San Sebastian.....		2											16,207
Santa Isabel.....													4,024
Toa-Alta.....													7,641
Toa-Baja.....													3,649
Trujillo Alto.....													4,651
Utua.....													41,044
Vega Alta.....													6,038
Vega Baja.....													9,972
Vieques Island.....	1	15											5,744
Yabucoa.....													12,870
Yauco.....											1		27,121

NOTE.—The towns of Patillas, with 10,956 inhabitants, and Luquillo with ——— inhabitants, are not included in this table.

Population of the Island of Puerto Rico, by nationality, census of 1897—Continued.

RÉSUMÉ.

Puerto Rico.....	858,111	Portugal.....	33
Spain.....	16,642	Mexico.....	23
Balearic Islands.....	1,433	Switzerland.....	20
Canary Islands.....	1,611	Colombia.....	13
France.....	1,226	Asia.....	12
Cuba.....	799	Sweden.....	8
Denmark.....	637	Brazil.....	6
England.....	517	Belgium.....	4
Italy.....	385	Argentina.....	2
Africa.....	264	Bolivia.....	2
Venezuela.....	251	Greece.....	1
Santo Domingo.....	259	Austria.....	1
United States.....	120	Uruguay.....	1
Turkey.....	107	Russia.....	1
Holland.....	84	Egypt.....	1
Arabia.....	77	Ecuador.....	1
Germany.....	65	Honduras.....	1
China.....	49	Guatemala.....	1
Philippine Islands.....	43		
		Total.....	882,811

APPENDIX E.

Population of the Island of Puerto Rico, showing number of those able to read and write, to read only, and who can neither read nor write.

[Compiled from information furnished by Dr. Cayetano Coll y Toste, civil secretary—Census of 1897.]

Town.	Can read and write.		Can read only.		Can not read or write.		Total number of inhabitants.
	Number.	Per cent.	Number.	Per cent.	Number.	Per cent.	
Aguada.....	545	5.42	102	1.01	9,415	93.57	10,062
Aguadilla.....	2,710	26.93	259	2.58	7,093	70.49	10,062
Aguas Buenas.....	740	9.12	52	.65	7,320	90.23	8,112
Aibonito.....	1,047	13.69	1,127	14.73	5,475	71.58	7,649
Anasco.....	1,656	12.66	1,814	13.87	9,610	73.47	13,080
Arecibo.....	4,368	12.67	4,832	14.01	25,267	73.32	34,467
Arroyo.....	893	18.56	128	2.66	3,791	78.78	4,812
Barceloneta.....	880	10.59	86	1.10	6,919	88.31	7,885
Barranquitas.....	654	8.39	87	1.12	7,049	90.49	7,790
Barros.....	1,111	8.42	468	3.55	11,611	88.03	13,190
Bayamon.....	1,928	10.98	131	1.74	15,499	88.28	17,558
Cabo Rojo.....	1,500	9.38	235	.47	14,259	89.15	15,994
Caguas.....	2,922	16.39	332	1.86	14,566	81.75	17,820
Camuy.....	1,076	10.75	69	.68	8,869	88.57	10,014
Carolina.....	1,360	11.55	275	2.33	10,143	86.12	11,778
Cayey.....	2,040	14.57	158	1.13	11,801	84.30	13,999
Ceida.....	369	8.93	50	1.22	3,712	89.85	4,131
Ciales.....	1,306	7.99	334	2.04	14,709	89.97	16,349
Cidra.....	753	11.03	768	11.25	5,307	77.72	6,828
Coamo.....	2,647	19.99	661	4.99	9,930	75.02	13,238
Comerio.....	821	9.95	52	.63	7,378	89.42	8,251
Corozal.....	756	7.07	108	1.01	9,824	91.92	10,688
Culebra Island.....	96	14.63	11	1.68	549	83.69	656
Dorado.....	1,300	32.71	900	22.64	1,774	44.65	3,974
Fajardo.....	2,275	18.63	2,602	21.31	7,333	60.06	12,210
Guayama.....	2,510	19.41	213	1.65	10,211	78.94	12,934
Guayanilla.....	961	11.11	94	1.09	7,593	87.80	8,684
Guarabo.....	615	7.53	40	.49	7,514	91.98	8,169
Hatillo.....	802	8.44	84	.88	8,616	90.68	9,502
Hato Grande.....	1,224	9.60	123	.96	11,406	89.44	12,753
Hormigueros.....	484	14.79	555	16.97	2,232	68.24	3,271
Humacao.....	1,850	13.74	139	1.03	11,474	85.23	13,463
Isabela.....	1,994	14.32	155	1.12	11,772	84.56	13,921
Juana Diaz.....	2,435	10.13	307	1.28	21,300	88.59	24,042
Juncos.....	1,037	12.88	1,190	14.79	5,822	72.33	8,049
Lajas.....	1,052	12.89	86	1.05	7,027	86.06	8,165
Lares.....	2,722	12.34	2,985	13.53	16,358	74.13	22,065
Las Marias.....	1,512	13.30	100	.88	9,756	85.82	11,368
Las Piedras.....	578	7.25	642	8.05	6,756	84.70	7,976
Loiza.....	753	7.33	98	.95	9,422	91.72	10,273
Manati.....	1,508	11.94	206	1.63	10,916	86.43	12,630
Maricao.....	1,000	12.51	41	.51	6,958	86.98	7,994
Maunabo.....	589	9.31	79	1.25	5,652	89.44	6,320
Mayaguez.....	7,729	22	703	2	26,698	76	35,130
Moca.....	984	8.77	20	.18	10,218	91.05	11,222

Population of the Island of Puerto Rico, showing number of those able to read and write, to read only, and who can neither read nor write—Continued.

Town.	Can read and write.		Can read only.		Can not read or write.		Total number of inhabitants.
	Number.	Per cent.	Number.	Per cent.	Number.	Per cent.	
Morovis	826	7.48	121	1.10	10,090	91.42	11,037
Naguabo	975	9.85	94	.95	8,825	89.20	9,894
Naranjito	400	5.81	47	.69	6,436	93.50	6,883
Patillas	944	8.22	129	1.13	10,396	90.65	11,469
Penuelas	1,006	8.63	91	.78	10,563	90.59	11,660
Ponce	8,450	17.24	1,194	2.47	39,356	80.29	49,000
Quebradillas	881	13.79	51	.80	5,457	85.41	6,389
Rincon	328	5.35	38	.62	5,759	94.03	6,125
Rio Grande	1,112	11.48	1,216	12.56	7,357	75.96	9,685
Rio Piedras	1,646	13.74	145	1.21	10,187	85.05	11,978
Sabana Grande	1,238	12.66	1,299	13.28	7,244	74.06	9,781
Salinas	462	11.56	510	12.76	3,024	75.68	3,996
San German	3,545	17.16	3,894	18.86	13,216	63.98	20,655
San Juan	15,938	46.94	1,191	3.51	16,826	49.55	33,955
San Sebastian	1,626	10.03	1,823	11.25	12,758	78.72	16,207
Santa Isabel	673	16.72	135	3.35	3,216	79.93	4,024
Toa Alta	764	10	152	2	6,725	88	7,641
Toa Baja	458	12.55	523	14.33	2,668	73.12	3,649
Trujillo Alto	445	9.57	40	.86	4,166	89.57	4,651
Utua	1,890	4.60	130	1.32	39,024	95.08	41,044
Vega Alta	506	8.38	115	1.90	5,417	89.72	6,038
Vega Baja	1,111	11.14	1,197	12	7,664	76.86	9,972
Vieques	1,052	18.31	121	2.10	4,571	79.59	5,744
Yabucoa	1,323	10.28	190	1.48	11,357	88.24	12,870
Yauco	3,386	12.48	266	.98	23,121	86.54	27,121

APPENDIX F.

REPORT ON PUBLIC SCHOOLS OF PUERTO RICO, BY THE PRESIDENT OF THE INSULAR BOARD OF EDUCATION.

LETTER OF TRANSMITTAL.

Brig. Gen. GEORGE W. DAVIS,

Commanding the Department of Puerto Rico.

SIR: I have the honor to submit herewith a report upon the public schools of Puerto Rico.

The statistics have been gathered and tabulated and the report dictated upon very short notice, in the midst of the unusually heavy routine office duties attendant upon the opening of the schools for the first time under the American system. It is possible that inaccuracies in some of the figures may not have been detected, and there are many interesting and important matters germane to the rest of the report which have necessarily been omitted. We believe, however, that the substance of this report is as reliable as is possible when based upon statistics secured from local authorities, and that the statement of general conditions affecting education, and the conclusions drawn therefrom, are conservative and trustworthy.

The general statistics relating to common schools have been gathered from municipal school boards by this office during the past three months. The statistics as to secondary education have been taken from the Memoria of the Secondary Institute for the academic year 1896-97, the latest official data in our possession.

The statistics relating to appropriations, given in the tables of appropriations, under "school maintenance," require some explanation. The municipal appropriations in Table I of this chapter are those of 1897-98, the latest of which we have reliable data and which we are assured by the authorities are practically the same as the appropriations for last year. The general appropriations are those for 1898-99. We have included in this estimate of general appropriations the revenues and expenditures of the provincial deputation, which ceased to exist the 1st of December, 1898. The revenues of this body were derived from the lottery and certain other special taxes and appropriations, and previous to the last economic year the appropriations of the insular government for secondary and higher education were practically all paid out of this budget. The readjustment of appropriations attendant upon the reorganization of the autonomous government, the 1st of December, 1898, destroyed the uniformity in statistics of revenues and expenditures for the economic year in which that event occurred. While the finances of the provincial deputation were in liqui-

dation, the industrial school connected with the Beneficencia continued to be supported from the sum thus resulting, and no appropriation for that school appears in the general budget. Neither is there any appropriation in the general budget for the support of the Esculapian Brothers' school, and the Sisters' school at Santurce, for the same reason. The United States statistics used for making comparisons are taken from the Abstract of the Eleventh Census.

In regard to the table given under "Primary education," covering the statistics of children of school age, the following fact is worthy of note: That the municipalities uniformly reported about one-third of the entire population as between the ages of four and sixteen years. This fact is rather interesting, as each municipality reported the statistics of the different barrios of its jurisdiction independently and the same ratio was maintained throughout. According to this report the children of school age constituted $34\frac{1}{2}$ per cent of the entire population of the island. So far as we know the only careful and reliable census that has been made in Puerto Rico is that of the city of San Juan taken by the military government under the auspices of Gen. Fred. Grant, in December, 1898, which gives the total population of the city as 33,305, of which 3,389 are boys between 1 and 10 years of age, and 3,383 are girls between 1 and 10 years of age. In other words, more than 23 per cent of the population in the city of San Juan, according to these statistics, which we believe are reliable, were under ten years of age. The entire number of persons over 50 years of age was 2,429, a little over 7 per cent of the whole population of the city. The considerations stated in this paragraph would seem to indicate that the proportion of children in Puerto Rico of school age, as compared with the entire population, is very large.

The leading points of this report which we would emphasize and especially call to your attention are the following:

(1) Over 80 per cent of the people of Puerto Rico, according to the most reliable estimates, are unable to read and write, and the education of the greater part of the literate population is exceedingly elementary.

(2) School facilities provided in the past and at the present time do not afford accommodation for more than one child in seven of the school population, at a very conservative estimate.

(3) The former proportion of the total local and general revenues of this island devoted to educational purposes was but a little over one-fourth the proportion devoted to such purposes in the United States, and less than one-half the proportion devoted to such purposes in the territory of New Mexico. Since you have taken command of this department this proportion has been more than doubled, but it is still far below what is customary in the States or what is most urgently needed in this island.

(4) The cost of the public-school system in this island under Spanish rule, per capita per pupil enrolled, was greater than the cost of the public schools in Maine, Missouri, or West Virginia, and more than twice that in many of the Southern States of the Union, notwithstanding the fact that this island is densely populated and that all of the schools maintained had a large enrollment. But this money was so injudiciously expended that an intelligent American might travel through the island without knowing that a public-school system existed; that few pupils at present in the schools can do practical problems in fractions or feel at home in long division. And, finally, this money has not provided a single public-school building in Puerto Rico, has not equipped a single room with modern school furniture or conveniences, has not provided the least vestige of the material basis—of the machinery—for a public-school system. The educational plant and the system itself are yet to be created.

(5) I would further call your attention to the fact that there is little disposition on the part of the local authorities, who under the present system of government represent the people, to incur voluntary sacrifices or additional local taxation for the support of the schools. In April of the present year it was announced that the salaries of public-school teachers of this island would be paid by the state, or, in other words, that a large appropriation would be made from the insular revenues for the support of the common schools. This was immediately followed by the curtailment of taxes for public education by the local authorities, despite the fact that the school facilities in every town of this island are exceedingly inadequate; that there has not been a single country school open to girls, and that two barrios out of every three are without school accommodation. Up to date not a single public school has been opened in this island through the voluntary effort of any municipality.

Respectfully submitted.

VICTOR S. CLARK,

President of Insular Board of Education.

SAN JUAN, P. R., *September 29, 1899.*

SAN JUAN, P. R., September 22, 1899.

GEN. GEORGE W. DAVIS, *Commanding*.

SIR: I have the honor to submit the following report upon the public schools of this island:

I.

SCHOOL ADMINISTRATION AND INSPECTION.

Under the autonomous government that preceded the American occupation there was a cabinet minister whose title was "secretary of public instruction," who had charge of primary, secondary, and superior education, and the granting of copyrights. This officer was assisted in administrative work by a provincial board of education and by local boards of education in each municipality. The local boards reported to the provincial board and had general supervision over school buildings, the conduct of teachers and pupils, and the progress made and the studies pursued in the schools themselves. The local juntas could name auxiliary commissions to inspect the schools of the different barrios of their respective jurisdictions. The island was divided into two districts of inspection—a district of the north and a district of the south—each under an inspector, whose duty it was to inform the government upon the condition of schools; to see that local boards and commissions performed their duties strictly; that teachers were paid; that the proper appropriations were made in local budgets for the support of schools. The inspector presided at meetings of local boards whenever he was present and made monthly reports of his work to the government.

Upon the reorganization of the cabinet, after the American occupation, the secretaryship of education was suppressed and its functions became the charge of the department of the interior. In January, 1899, Gen. John Eaton, formerly United States Commissioner of Education, was called to Puerto Rico, by order of Gen. Guy V. Henry, commanding, to take charge of this bureau. He found the schools in the island much demoralized, and the affairs of the bureau itself in great confusion. Shortly after his arrival, public charities, including the orphan asylum and the insane asylum, were placed in his care, as well as education. The bureau was reorganized, the office force reduced, and the expense of administration lessened somewhat. The regular inspection of the schools had ceased and the provincial junta was no longer in existence. There was an urgent demand from all sides that the children in the schools should have an opportunity to learn the English language. With these considerations in view, in March, 1899, he recommended to Gen. Guy V. Henry, commanding, that 16 supervisors be appointed, who should be persons competent to give instruction in the English language, and who should be stationed at 16 of the larger towns of the island. His recommendation was approved. These supervisors act both as inspectors and as teachers. They have held teachers' meetings, giving English instruction to teachers, and have taught English classes in the public schools. The average number of schools in each district has been 35, but as they were widely scattered and separated by almost impassable country, tours of inspection have not been made, as a rule, oftener than once a month.

Upon the resignation of General Eaton, the last of May, 1899, his assistant, Victor S. Clark, was placed at the head of the bureau as acting director of public instruction. Upon July 8, 1899, General Orders, No. 93, issued by command of Gen. George W. Davis, commanding, upon recommendation of the acting director of public instruction, created an insular board of education, of five members, who were to act in a general advisory and superintending capacity over the educational interests of the island, taking the place of the bureau of education, which thereupon ceased to exist. The president of the board acts as insular superintendent, and the officers of the board are the cashier and disbursing officer, under bond, who disburses the insular educational appropriations, and the secretary. Through the creation of this board the expense of educational administration was reduced to about one-third what it was under Spanish rule. The members and officers of the board are as follows: Victor S. Clark, president; George G. Groff, José Saldaña, Henry Huyke, R. H. Todd.

Officers of the board.—Victor S. Clark, president and insular superintendent; H. B. Wiborg, cashier and United States disbursing officer; Enrique Hernandez, secretary.

Inspection is still in the hands of English supervisors. Their functions at present are as follows:

(1) To visit each school of their district at least once a month, rendering a report upon Government blanks under the following heads: (a) Enrollment; (b) Teachers; (c) Books and supplies; (d) School buildings and grounds; (e) School programme;

(f) Progress in studies; and a special examination and report wherever a school is supposed to have fallen below grade.

(2) To distribute the salary checks to public-school teachers, cashing them when necessary at the nearest bank in town. This is rendered necessary on account of the poor exchange facilities of the island.

(3) To act as advisory members of the local school boards.

(4) To secure proper buildings for public-school purposes.

(5) To distribute and keep account of text-books and school supplies owned by the insular government.

(6) To hold teachers' meetings and to give instruction in English in rural schools.

(7) To preside at the quarterly written examinations for teachers held at the heads of their respective districts.

All of the supervisors are of American or English parentage, and are familiar with the American school system. Of the sixteen supervisors, ten are college graduates, two are normal-school graduates, and the others are graduates of public schools and high schools of standing.

The board of education issues a monthly bulletin to teachers containing a programme of the course of study and outlines for general lessons, nature study, and kindred subjects. It controls or authorizes the purchase of text-books and school supplies for the whole island. It issues and authorizes courses of study for primary and secondary schools. It recommends school legislation, and when necessary interferes to secure the discharge of incompetent teachers and impartial elections by local school boards. Hitherto the local boards of education have been appointed by an administrative officer of the central government, or by the board of education. By a general order, just issued, five school trustees will be elected in each municipality at the regular municipal elections, who will supersede the present local boards.

II.

HIGHER AND SECONDARY INSTRUCTION.

No university or institution for higher learning existed in the island of Puerto Rico at the time of the American occupation. There are no young people in the island, except the children of a few of the wealthiest Puerto Rican families, who are qualified to enter an institution of collegiate grade. Those who are qualified to do so possess the means, and generally have the inclination, to pursue their advanced studies in the United States or Europe.

There existed at San Juan an institute of secondary instruction. The requirements for admission were very low. Even the simple subjects of orthography and grammar, and those branches of arithmetic taught in the sixth and seventh years of the American school course, were not familiar to many of the students. Instruction was given entirely by lectures; no text-books were used. There was no building, and though there was an elaborate equipment of scientific apparatus at the time it was taken charge of by the present school authorities, it was so badly damaged as to be useless for practical experimental work. The character of the apparatus shows that the laboratory method had never been followed in teaching the sciences. The institute possessed a library of some 6,000 volumes. Courses were offered in Latin, Spanish, natural science, mathematics, metaphysics, and after the union of the boys' normal school with the institute courses for teachers were also given. Sixty pupils were in actual attendance at this school, ranging from 14 to 18 years of age. The school granted the degree of bachelor of arts to its graduates.

Frequent complaints were made to General Eaton, when he took charge of educational affairs in Puerto Rico, by American educators and other competent critics who had visited the school, that it was an unnecessary expense to the insular government, especially when but a small portion of the population was provided with facilities for learning to read and write. The salaries of the professors were \$1,500 a year, currency of the United States, and but one professor taught more than one hour a day. Teaching was by lectures, and the classes seldom numbered over five or six. The pupils gave very little evidence of ever having mastered even the simplest principles of the subjects they were supposed to study. Upon a report of a special commission appointed to investigate this institution, consisting of Americans and Puerto Ricans and including men of experience in educational affairs in the United States and in Europe, the institute was suspended at the close of the scholastic year, in June, 1899.

Connected with the orphan asylum was an industrial school for the special benefit of the orphan children, but also giving some courses opened to applicants outside that

institution. This school has not been opened since the American occupation, and the plant was destroyed by fire the last of June, 1899.

The following provisions have been made for the continuation of secondary instruction in the island of Puerto Rico:

(1) In order to secure the completion of primary education before entering secondary schools, uniform examinations are given in writing at the heads of the sixteen supervising districts of the island. These examinations are similar to those given by the board of regents of the State of New York, or the State high-school board of the State of Minnesota, but are, as a rule, simpler, and are based upon the amount of work included in the text-books authorized for the primary schools.

(2) A course of study has been planned containing four or six years' work, and intended to prepare students for admission to colleges and universities of standing in the United States. This course includes the four years' course in Spanish, English, algebra, plane and solid geometry, plane trigonometry, chemistry, physics, botany, physical geography, history, a four years' course in Latin, and a two years' course in Greek.

(3) There was opened at San Juan, September 25, 1899, a model training school under American teachers. This school is in temporary quarters but will soon occupy a cheap wooden building erected especially for it in the outskirts of the city of San Juan. The text-books are English; the teachers speak both English and Spanish, but are Americans, and instruction is given entirely in English. The school consists of five grades, a kindergarten, a primary grade, an intermediate grade, a grammar grade, and a high school. American children and Puerto Rican children able to pursue the work in English are admitted to this school. It will also be open to exceptionally bright young people of Puerto Rican parentage between the ages of 16 and 20 who desire to follow the profession of teaching. Its present temporary quarters are overcrowded.

Attached to the school will be a school of sloyd, under Miss Jennie Ericson, formerly director of sloyd at the Carlisle Indian school, a chemical laboratory, which will also give courses in pharmaceutical chemistry, under Dr. Berkley, of Johns Hopkins, and a biological laboratory, which will also give instruction in the pharmacy courses of that subject.

In addition to this school, which is actually in session, the board of education has published an offer of \$20,000 annual appropriation to the town in the island providing a like amount for site and buildings for an industrial and normal school. The city of Fajardo has complied with this offer and it is hoped that a school, planned upon the same general lines as the Atlanta University, the Hampton University, and the Carlisle Indian School, with a normal department and a department of scientific horticulture and agriculture, will be opened by the spring of 1900, and possibly earlier.

III.

PRIMARY EDUCATION.

The most important point of this report deals with primary education. Under the Spanish law there was established in this island a system of rural (or hamlet) and town schools. The town schools are known as elementary or superior. There was strictly no educational plant, if we may use this term as indicating school grounds, houses, furniture, and books. The schools were held in the residences of the teachers, the municipality allowing each teacher a slight sum for house rent in addition to his salary. In but one town of the island have I discovered modern school seats with desks. As a rule, the children either owned chairs or sat upon wooden benches without backs or desks. In this respect all the schools of the island were practically equal.

In the elementary schools the courses were as follows: Spanish grammar, arithmetic, sacred history, reading and writing, and geography. Boys were also taught notions of agriculture, and girls embroidery and fine needlework. In superior schools, arithmetic was continued through the decimal system, and geometry, drawing, physics, and natural history were studied. Provision was also made for schools for adults. As a matter of fact, the instruction in all the schools was about the same, except so far as individual qualifications of the teacher made one superior to the other. In the superior schools of San Juan there were children 6 and 7 years old, and in few of the schools at the close of the school year of 1899 were there classes that could readily do a difficult problem in long division.

The following is an enumeration by municipalities of the primary schools of the island at the close of the last school year, June, 1899:

Municipalities.	Total population.	Number of town schools.	Number of barrios with schools.	Number of barrios without schools.	Number of boys from 4 to 16 years of age.	Number of girls from 4 to 16 years of age.	Number of boys enrolled.	Number of girls enrolled.	Total enrolled.
Adjuntas	18,009	2	4	12	3,485	3,238	184	56	240
Aguada	10,062	2	5	14	2,003	1,892	221	62	283
Aguadilla	15,884	4	4	13	2,637	2,539	336	206	542
Aguas Buenas	8,123	2	3	6	1,622	1,465	149	75	224
Aibonito	7,026	2	4	5	1,481	1,407	223	80	303
Añasco	13,080	3	4	19	2,339	2,204	223	190	413
Arecibo	34,216	6	5	4	6,100	6,300	709	266	975
Arroyo	4,832	2	1	6	500	598	145	56	201
Barceloneta	8,000	2	4	.....	812	671	249	147	396
Barranquitas	7,775	2	2	5	1,577	1,456	196	.....	196
Barros	13,190	2	3	13	2,200	2,528	184	52	236
Bayamon	15,167	4	6	15	2,539	2,360	354	213	567
Cabo Rojo	15,667	2	5	3	3,124	2,842	380	124	504
Caguas	17,786	4	5	5	3,124	2,906	346	173	519
Camuy	9,853	2	3	9	1,862	1,693	221	41	262
Capital	31,435	12	3	.....	4,397	7,198	838	642	1,480
Carolina	11,878	2	4	9	3,920	2,776	192	110	302
Cayey	14,017	3	5	16	2,507	2,287	531	234	765
Ciales	18,000	4	3	.....	2,878	3,102	227	104	331
Cidra	6,834	2	3	9	639	548	175	68	243
Coamo	13,188	2	7	3	2,038	1,789	550	120	670
Comerio	8,229	3	4	.....	1,123	1,050	411	74	485
Corozal	10,688	2	3	8	2,307	2,155	215	62	277
Dorado	3,500	2	2	4	609	604	90	85	175
Fajardo	16,425	4	9	2	3,672	3,496	465	244	709
Guayama	3,584	5	4	5	2,332	2,301	375	150	525
Guayanilla	8,640	2	3	12	1,701	1,556	146	88	234
Gurabo	8,110	2	3	6	1,524	1,329	198	60	258
Hatillo	9,502	2	4	3	1,033	1,152	151	40	191
Hato Grande	12,877	2	3	7	2,384	2,281	291	94	385
Hormigueros	3,273	3	1	3	515	474	60	32	92
Humacao	13,463	5	6	2	2,523	2,067	321	177	498
Isabela	13,922	2	6	7	1,220	986	241	83	324
Juana Diaz	24,042	5	8	12	4,576	4,167	427	191	618
Juncos	7,602	2	4	5	1,181	1,032	209	77	286
Lajas	8,125	2	4	6	916	900	162	47	209
Lares	22,065	3	7	4	3,787	3,907	324	127	451
Las Marias	11,368	2	6	6	2,245	1,950	162	15	177
Loiza	10,278	2	5	4	2,051	1,955	216	75	291
Manati	12,631	4	4	3	2,106	2,033	359	211	570
Maricao	7,872	2	2	4	1,290	1,220	178	60	238
Maunabo	5,902	2	2	.....	1,232	1,191	126	68	194
Mayaguez	37,983	9	24	4	5,286	4,755	1,137	745	1,882
Moca	12,305	2	4	7	2,000	2,136	106	40	146
Morovis	11,037	3	4	9	1,630	1,845	323	54	377
Naguabo	9,872	2	3	6	1,804	2,049	195	153	348
Naranjito	7,634	2	3	4	1,187	1,209	140	80	220
Patillas	11,100	2	4	2	2,900	1,800	227	73	300
Penuelas	11,646	2	6	8	2,254	1,850	222	160	382
Piedras	8,010	2	1	6	1,214	1,235	88	44	132
Ponce	49,000	17	21	.....	7,030	6,690	1,345	812	2,157
Quebradillas	6,335	2	2	5	736	697	234	41	275
Rincon	6,125	2	3	5	1,300	1,178	103	21	124
Rio Grande	12,258	2	5	7	2,363	2,162	272	118	390
Rio Piedras	11,978	2	3	8	2,181	2,014	378	81	459
Sabana Grande	10,087	2	3	4	1,862	1,784	227	85	312
Salinas	4,912	2	1	5	993	901	116	70	186
San German	19,802	5	7	10	3,463	3,355	400	352	752
San Sebastian	16,162	2	6	19	1,465	1,182	356	92	448
Santa Isabel	4,257	2	4	4	386	367	193	124	317
Toa Alta	7,687	2	2	5	667	697	112	55	167
Toa Baja	3,648	2	2	2	752	678	130	78	208
Trujillo Alto	4,115	2	2	4	837	702	96	32	128
Utua	4,232	2	7	.....	8,639	6,621	276	120	396
Vega Alta	6,038	2	3	4	1,151	1,084	196	45	241
Vega Baja	9,394	4	4	9	750	829	247	147	394
Vieques	5,745	2	4	5	728	703	137	117	254
Yabucoa	12,416	3	4	5	2,123	1,863	252	198	450
Yauco	27,025	7	8	.....	5,074	4,743	636	362	998
Culebra Island	737	.....	.....	.....	135	127	.....	.....	.....
Total	857,660	212	313	426	152,951	144,851	19,804	9,378	28,182

Municipalities.	Number of boys attending.	Number of girls attending.	Total attendance.	Total children without school facilities.	Salaries of teachers (gold).	House rent (gold).	School supplies (gold).	Total school expense.
Adjuntas.....	105	25	130	6,483	\$1,404.00	\$294.00	\$286.80	\$1,984.80
Aguada.....	180	52	232	3,612	1,512.00	180.00	172.80	1,864.80
Aguadilla.....	336	206	542	4,634	1,296.00	432.00	192.60	1,920.60
Aguas Buenas.....	117	58	175	2,863	1,296.00	302.40	241.20	1,839.60
Aibonito.....	156	66	222	2,585	1,476.00	309.60	360.00	2,145.60
Anasco.....	160	155	315	4,130	2,150.40	374.40	297.60	2,822.40
Arecibo.....	493	190	683	11,425	4,044.00	964.80	792.00	5,800.80
Arroyo.....	145	56	201	897	957.60	216.00	120.00	1,293.60
Barceloneta.....	149	81	230	1,087	1,440.00	347.40	201.60	1,989.00
Barranquitas.....	143	0	143	2,837	1,080.00	144.00	142.20	1,366.20
Barros.....	143	38	181	4,492	1,116.00	316.80	207.60	1,640.40
Bayamon.....	280	188	468	4,332	2,286.00	518.40	254.40	3,058.80
Cabo Rojo.....	240	85	325	5,462	2,268.00	259.20	221.40	2,748.60
Caguas.....	283	134	417	5,511	2,520.00	547.20	385.20	3,452.40
Camuy.....	175	31	206	3,293	1,188.00	259.20	195.00	1,642.20
Capital.....	628	485	1,113	10,115	9,912.00	4,056.00	1,632.00	15,600.00
Carolina.....	128	90	218	6,394	768.00	381.60	208.80	1,358.40
Cayey.....	380	193	573	4,029	2,304.00	720.00	487.20	3,511.20
Ciales.....	180	65	245	5,649	1,812.00	324.00	312.60	2,448.60
Cidra.....	128	56	184	944	1,188.00	64.80	192.00	1,444.80
Coamo.....	393	91	484	3,157	1,980.00	482.40	397.20	2,859.60
Comerio.....	266	65	331	1,688	1,317.60	158.40	152.40	1,628.40
Corozal.....	161	50	211	4,185	1,260.00	244.80	351.60	1,856.40
Dorado.....	51	68	119	1,088	972.00	172.80	179.40	1,324.20
Pajardo.....	396	201	597	6,459	3,996.00	674.40	402.60	5,073.00
Guayama.....	275	116	391	4,108	3,216.00	669.60	558.00	4,443.60
Guayanilla.....	98	59	157	3,023	1,127.40	316.80	327.60	1,771.80
Gurabo.....	198	60	258	2,595	1,116.00	79.20	144.60	1,339.80
Hatillo.....	151	40	191	1,994	1,332.00	94.00	208.00	1,634.00
Hato Grande.....	150	80	230	4,280	1,620.00	396.00	211.00	2,227.00
Hermigueros.....	43	25	68	897	756.00	180.00	30.00	966.00
Humacao.....	268	143	411	4,092	3,288.00	842.40	480.60	4,611.00
Isabela.....	170	55	225	1,882	1,692.00	277.20	256.80	2,226.00
Juana Diaz.....	294	181	475	8,125	3,882.20	849.00	685.00	5,416.20
Juncos.....	151	64	215	1,927	1,692.00	214.40	259.80	2,166.20
Lajas.....	79	20	99	1,607	1,296.00	230.40	109.20	1,635.60
Lares.....	197	56	253	7,243	2,160.00	475.20	538.80	3,174.00
Las Marias.....	112	13	125	4,018	1,440.00	417.60	406.20	2,263.80
Loiza.....	159	60	219	3,715	1,512.00	201.60	185.40	1,899.00
Manati.....	257	151	408	3,569	2,160.00	561.60	360.00	3,081.60
Maricao.....	81	38	119	2,272	1,080.00	309.60	192.00	1,581.60
Maunabo.....	97	53	150	2,229	1,044.00	158.40	157.20	1,359.60
Mayaguez.....	743	435	1,178	8,159	10,762.80	2,510.40	1,702.80	14,976.00
Moca.....	106	40	146	3,990	1,368.00	145.20	145.80	1,659.00
Morovis.....	214	45	259	3,098	1,296.00	208.80	264.60	1,769.40
Naguabo.....	162	110	272	3,505	1,416.00	339.60	157.20	1,912.80
Naranjito.....	100	52	152	2,176	1,296.00	211.20	259.20	1,766.40
Patillas.....	177	55	232	4,400	1,476.00	172.80	333.00	1,981.80
Penuelas.....	148	115	263	3,722	1,692.00	324.00	300.00	2,316.00
Piedras.....	65	40	105	2,317	720.00	142.80	84.00	946.80
Ponce.....	1,128	620	1,748	11,563	11,772.00	6,202.39	2,948.00	20,922.39
Quebradillas.....	234	40	274	1,158	1,008.00	144.00	126.00	1,278.00
Rincon.....	61	13	74	2,354	1,116.00	144.00	85.00	1,345.00
Rio Grande.....	258	98	356	4,135	1,728.00	288.00	224.00	2,240.00
Rio Piedras.....	229	65	294	3,736	1,548.00	288.00	251.40	2,087.40
Sabana Grande.....	150	60	210	3,334	1,260.00	302.40	309.00	1,871.40
Salinas.....	71	47	118	708	720.00	257.20	198.00	1,175.20
San German.....	292	298	590	6,066	3,204.00	576.00	488.40	4,268.40
San Sebastian.....	256	70	326	2,199	2,160.00	172.80	269.40	2,602.20
Santa Isabel.....	135	93	228	436	1,404.00	316.80	318.00	2,038.80
Toa Alta.....	112	55	167	1,197	936.00	129.60	84.60	1,150.20
Toa Baja.....	115	69	184	1,222	1,888.00	180.00	84.60	1,452.60
Trujillo Alto.....	78	25	103	1,411	936.00	136.80	66.60	1,139.40
Uturo.....	194	68	262	14,894	1,528.00	288.00	490.00	2,306.00
Vega Alta.....	162	30	192	1,994	1,116.00	43.20	135.00	1,294.20
Vega Baja.....	180	123	303	1,185	2,088.00	403.20	457.80	2,949.00
Vieques.....	95	71	166	1,177	1,584.00	259.20	216.00	2,059.20
Yabucoa.....	252	198	450	3,536	1,980.00	626.40	413.40	3,019.80
Yauco.....	407	275	682	8,819	4,010.00	1,094.40	870.00	5,974.40
Culebra Island.....				262				
Total.....	14,720	7,153	21,873	268,630	143,670.00	34,924.90	24,773.20	203,372.99

General Eaton, in the school legislation recommended by him and authorized as the school laws of Puerto Rico by Gen. Guy V. Henry, commanding, May 1, 1899, abolished the old classification of schools and of teachers' titles and substituted for them a system similar to that found in the States. Under this system primary schools are known as either graded schools or rural schools. It is made a rigid requirement that

the school building and the residence of the teacher shall be separate. This has been found necessary for reasons of discipline, for sanitary and hygienic reasons, and because in many cases the teacher subordinated his school entirely to his domestic demands. We visited school during school hours and found the teacher in bed taking a siesta; other teachers were away attending store; in another case we found a teacher who was running a rum shop. Teachers went around the schoolroom in untidy and insufficient attire, and the demands of neighborhood callers upon the time of the teacher left her less than the required amount of time for instructing the pupils.

Through the English supervisors each building has been inspected, and schools this year will be housed entirely apart from the residences. In towns and villages, so far as possible, the schools are grouped into one building and a very simple system of gradation is attempted. In many instances a town does not contain a building large enough to afford two or three schoolrooms under the same roof, and in these cases the schools have to remain separate. In every municipality an American teacher is provided. It is intended that she shall take charge of the primary grade, or youngest children, teaching them as a model grade one-half the day, or for two short sessions in the morning and afternoon, and giving English instruction in the two or three other grades of the school during the rest of the school hours. The primary grades are supposed to be coeducational. The question of coeducation in the upper grades is left to the discretion of local boards. Heretofore there have been no rural schools for girls. The new law requires that girls shall be admitted to rural schools, making them coeducational where special schools are not provided for both sexes.

The Saturday holiday has been created and also a summer vacation of three months, both of which were unknown under the Spanish system. The course of study includes English, Spanish, arithmetic in Spanish and in English, geography in Spanish. History of the United States is made a part of the English reading course. Nature study, calisthenics, hygiene, drawing, and music are all provided for where the teachers are competent to give instruction in these subjects. A monthly bulletin, containing information and syllabi of lessons for teachers, is published by authority of the insular board of education and distributed free to all the schools. A teachers' manual, containing chapters upon school buildings and grounds, adornment and care of the schoolroom, primary education, secondary education, supply of teachers, and duties of school officials, and containing a list of books recommended for reading, is in course of preparation. A Spanish edition of Sarah Arnold's "Waymarks for teachers" will be placed in every school. Hitherto there were practically no textbooks in use. In some rural schools the only books were those used by the teacher. In some towns, out of 70 pupils in the schoolroom, but 6 or 7 had books. The insular board of education has purchased reading charts in Spanish and English, Spanish and English readers, arithmetics in both Spanish and English, a Spanish edition of Frye's Geography, language books in Spanish and English, and United States primary histories for all the schools of the island. Through the courtesy of the Department of the Interior large maps of the United States have been placed in every school, and through the generosity of the Lafayette Post, of New York, nearly every schoolhouse in the island is provided with an American flag.

Teachers formerly labored under great disadvantage through being obliged to admit an unwieldy number of pupils; the enrollment in some schools was as high as 125 pupils, though the attendance was much less than that number. The attendance has been very irregular indeed. Under the present system each teacher will receive but 50 pupils in her school. This may make necessary half sessions, as but about one-seventh of the school population is provided for, but it is thought this is better, than to have the teacher's efforts practically nullified by the crowded condition of her room. In San Juan itself our English supervisor reported 70 pupils seated on a hot day in a room 23 by 10 feet.

Among the institutions which should be mentioned in a report upon primary education is the American school at Ponce. This school was started and supported last year by a private society in that city. The salaries of the teachers are now paid by the state. It was the only school where grading and instruction in accordance with the American system was attempted in the island last year. The teachers reported it very difficult to secure the attention of pupils; they did not know how to study during study periods or how to use books. The habits and orders of discipline in the schoolroom to which American teachers are accustomed had to be inculcated gradually and at a great expense of time and effort. The pupils were reported to be apt—quicker probably than Northern children in learning the rudiments of a subject. It is yet to be learned whether the children of the middle and lower social classes will show equal ability in mastering American graded and higher subjects. The children from the better families, however, possess quite as much intellectual ability as is found in children of the same class in the States.

SUPPLY OF TEACHERS.

Under the Spanish law five titles or grades of certificates were recognized—rural, auxiliary, elementary, superior, and normal. Teaching was looked upon as a status rather than an employment. The teacher acquired certain legal rights in his school which prevented his dismissal except under the most serious charges, and made it difficult even then. This was called the right of propriety. A school held in propriety was, in a certain sense, the property of the teacher. The system was thoroughly pernicious, though it was doubtless created to protect teachers against the arbitrary removal for political reasons which were the curse of the educational system under the Spanish Government. The system was deadening to a professional spirit. The idea of the teacher as a member of a professional rather than of a social or bureaucratic class seems not to have been awakened. The whole body of teachers became a sort of a bureaucracy—a teacher was first of all a politician and an officeholder. A school was acquired in propriety through competitive examinations, appointment being governed somewhat by the term of service of the teacher; if the school ceased to exist for any reason, the teacher continued to receive one-half his salary from the municipality and had a right to the first vacancy occurring in the school system for which his title qualified him. Schools not held in propriety were said to be held temporarily, i. e., until they could be provided for in propriety through suitable examinations. At the close of the last school year about two-thirds of the schools of the island were held in propriety, the remainder having been filled temporarily. This large number of temporary appointments was due in part to the effects of the war and the vacancies occasioned by the return of the Spanish teachers to the Peninsula. The various grades of certificates were secured through written and oral examinations. It was also claimed that many of them were secured through political influence. As it was charged that there were many illegal certificates in the island and many that were granted to unqualified persons, for the purpose of securing a thorough examination of the documents held by each teacher, new certificates, graded as rural, graded school, and principal's certificates, were granted by the insular educational authorities. Teachers holding superior titles under the old law were given principal's certificates, valid for five years; teachers holding elementary titles were granted graded-school certificates, qualifying them to teach in graded schools for the same length of time; teachers holding rural or auxiliary titles were in the same manner granted rural certificates. Up to date 757 teachers have received new certificates under this ruling. That many of these teachers would not be qualified to teach in American schools can hardly be doubted, but it has been thought best that where incompetent teachers possess titles they should be allowed to demonstrate this fact in the schoolroom itself, their removal being a matter entirely at the discretion of the insular board of education and easily accomplished in case of unfavorable reports from the supervisors.

To show how far below the standard to which we are accustomed they fall in many subjects, it may be stated that in the July examinations there were teachers holding superior titles who received less than 25 per cent in an examination upon universal geography, given to seventh-grade pupils of the States, the questions being translated verbatim into Spanish, and all questions pertaining strictly to local geography of the United States being omitted and questions relating to Puerto Rico substituted for them. In the examination in United States history 50 per cent out of the 65 per cent required for passing could be gained upon two questions relating to the voyages of Columbus, the Spanish-American war, and the recent political changes in this island, and yet out of 41 examinees but 30 secured the required 65 per cent.

In arithmetic the lack of practical knowledge of the subject was still more apparent. There were 139 examinees, of whom but 4 secured the 65 per cent. In geography, out of 137 examinees 48 secured the required per cent. The questions were taken verbatim from a set of questions given to candidates for admission to the high schools of the State of Minnesota. One or two intricate problems in the examination in arithmetic were modified and metric measurements substituted for English measurements. While the applicants could repeat rules in Spanish grammar, more than 50 per cent failed in the examination in Spanish grammar, which consisted of the analysis and parsing of the principal words of a continuous extract of prose of about 10 lines. These teachers are qualified, however, to teach all that they will be required to teach in the schools of Puerto Rico for two or three years to come, and during that time, with modern text-books and other school facilities, it is expected that the majority of the younger ones will be able to continue the work in higher grades. A large per cent of the teachers are very old—in fact, superannuated. When a man became useless for anything else it was frequently customary to assign him a position as a school-teacher. We have received applications in our office for appointments where the chief qualification cited was the fact that the teacher was physically inca-

pacitated for doing anything else. The school board of the city of Guayama has recently appointed a man 72 years of age, with defective sight and hearing, and who received but 25 per cent in the recent examination in geography, principal of their schools. This is one of the largest and most important towns of the island, and this fact shows how different a position toward public schools is taken by local school authorities here than is taken in the States.

The provisions for the professional training of teachers in Puerto Rico under Spanish rule consisted of a boys' normal school, which was later united to the secondary institute at San Juan, and a girls' normal school in the same city. There were about 50 pupils in attendance at the girls' normal. Theoretically, there was practice teaching and there were the so-called superior schools, one for boys and one for girls, in the city for this purpose. The instruction in the normal was chiefly in academic subjects, and the girls' normal was probably the most efficient institution of learning in the island, though it fell far below what we should expect of a good graded school in the States, both in the way of methods of instruction and of discipline. Graduates of the normal school received elementary school titles. This school was suspended upon the recommendation of a special commission appointed to investigate it, in June, 1899. The provision made for the training of teachers in the future is in brief as follows:

(1) A summer school and institute conducted by three ladies who were experienced public school-teachers of the States and who speak Spanish has been held in San Juan. There has been practice teaching and instruction in American school branches. Part of the instruction was given by the former directress of the girls' normal school of this city.

(2) In the industrial school, which it is expected will be located at Fajardo, there will be a normal department, with model school teaching.

(3) The model training school at San Juan, already mentioned, has been created with three purposes in view:

(a) To provide a school in which the children of American and Puerto Rican parents can be educated, who would otherwise be sent to the States. It has been thought true economy that the money for the support and education of these children should be kept in the island, if possible.

(b) To provide a concrete illustration of what the American graded school is, model school furniture will be purchased and model methods of teaching and of school organization and discipline, with the strict following of a programme and the systematic gradation of pupils introduced. It is also hoped through this school to set a standard for primary and secondary instruction similar to that in the States. If Puerto Rico is a part of the United States her pupils will naturally look to the institutions of that country for their higher education, and unless the standard of higher instruction in this island is made equal to that in the States, this is going to lead in the future to continual embarrassment and expense on the part of students and parents.

(c) To provide training courses for teachers in a model school. It is hoped to place in this school only pupils recommended by the supervisors from the different parts of the island. Special courses will be given in Spanish and English; the teachers will observe the work in the American school and will do practice-teaching under the eyes of the supervisor in the public schools of San Juan and the orphan asylum.

Our appropriations permit us to hold teachers' institutes at other towns of the island, and this will be done at intervals during the coming school year.

(4) The introduction of the sixty or seventy normal-trained American teachers, teaching model grades in each community, will, it is hoped, assist in familiarizing the Puerto Rican teachers with the methods of school organization and discipline and teaching followed in the States.

(5) As the supply of teachers is sufficient for the immediate needs of the island under our present appropriation, the board of education feels justified in admitting other teachers to the profession only upon strict examination, showing scholastic qualifications sufficient to enable them to teach all the subjects of the school course.

The number of teachers employed in the primary schools of the island next year will be 620; the number of schools in the country will be the same as last year, with the exception of one additional school in the island of Culebra. Sixty-eight additional teachers have been employed for town schools. These are the American teachers already mentioned. Of the teachers, 28 are principals, receiving a salary of \$75 per month and house rent; 76 are grade teachers, receiving \$50 per month, teaching schools in towns of over 5,000 inhabitants; 94 are grade teachers at a salary of \$40 per month, teaching schools in towns of less than 5,000 inhabitants; 322 are rural teachers, who are employed at a salary of \$30 per month. In all cases house rent is provided by the municipality. This varies from \$20 gold in the city of San Juan to \$1 gold in the rural districts, per month. The salaries given are United States currency.

Under the Spanish law the salaries of teachers were as follows, in silver:

Superior teachers from 700 to 900 pesos per annum, according to the size of the town.

Elementary teachers 500 pesos for schools of first grade (in larger towns); 400 pesos per annum in smaller towns; 600 pesos in the capital.

Salaries in rural schools were \$25 and \$30 silver. The teacher received in addition tuition fees from his pupils. This was sometimes his only source of income, as municipalities were extremely dilatory in paying public-school salaries, and at the present time are owing large amounts under this head. Out of 757 teachers holding certificates in the island, 540 will be employed in the public schools the coming year. It is probable that of the 757 a number have no intention of entering the teaching profession; others are incapacitated for doing so by reason of age, and there is doubtless included in this number a fair contingent of teachers of insufficient qualifications to engage in school work. Nearly all the teachers qualified under Spanish law for teaching and really competent to do so will receive employment. The American teachers employed will be as follows: Sixty-nine grade teachers in the municipalities; six teachers in the American school at Ponce, and eight teachers in the model graded school and teachers' training school at San Juan.

In addition to these there will be 16 English supervisors. The salaries of the graded teachers and the teachers in the American graded school at Ponce are the same as those of Puerto Rican teachers. The salaries of the teachers of the training school at San Juan range from \$700 to \$1,200. Supervisors receive \$900 per annum, but furnish their own transportation.

V.

SCHOOL MAINTENANCE.

The source of support for the public schools of the island under the Spanish rule came under three heads—municipal taxation, insular appropriations, and tuition fees. The children of wealthy parents paid tuition fees. The sum of these fees amounted in the larger cities to about the equivalent of the teacher's salary, and as they were paid to the teacher direct, no account of them was rendered to the state. In smaller towns an estimate made by teachers is that these fees amounted to 60 per cent of the salaries; in rural schools to 15 per cent. A conservative estimate would place the contribution to the public-school system in the shape of fees at 25 per cent of the entire amount appropriated by direct taxation for the primary schools. It was the receipt of these fees apparently that made it possible for the teachers to maintain themselves when they were paid irregularly by the authorities, and that gave a peculiar meaning and value to the possession of a school in propriety.

The following table gives a comparative estimate of the financial statistics bearing upon education. The comparison between the per cent of the total appropriations devoted to education in the last year of Spanish rule and the first year of American rule is particularly interesting. While the amount of taxation paid per capita was reduced from \$5.23 to \$3.09, the amount paid for the support of public schools per capita was increased from 32 to 40 cents. In estimating the per capita expense of educating the children in the public schools, the enrollment in secondary schools is assumed to have been 600. The "memoria" of the institute for the year 1896-97 shows that there were 323 pupils either studying at that institution or pursuing home courses under its auspices. The enrollment in the normal schools and subsidized church schools would probably bring this number up to 600. The statistics in this table do not include the amount paid by pupils for fees. This was probably about \$40,000 per annum, and represents so much additional tax upon the community.

The cost of the public schools per capita per pupil enrolled has increased decidedly the present year. The abolition of fees was made the ground for increasing the salaries of teachers. This increase has been very large, especially in case of the rural schools, and it has been rendered still larger by the change of salaries from a silver to a gold basis. An increase of over \$1 per capita is represented in the appropriation for the Fajardo normal and industrial school, which as yet is not in a position to receive students. One dollar per capita is accounted for by text-books, maps, and school supplies purchased directly by the insular government this year, which represent a direct investment in the educational plant.

One of the principal causes for the high per capita cost for educating children is the fact that there are no public schoolhouses, and that all of the buildings used for schools are now rented by local authorities at a rate that represents an exorbitant interest upon their actual value. However, the main fact still remains, that the cost of instruction is very high in relation to its actual value to the community, and this

is a condition that it has not been in our power to obviate as yet. It is not that the salaries paid to teachers are too high, considering the cost of living in this island, but that the quality of service rendered does not represent an actual value equivalent to the compensation. The schools must be taken entirely out of politics, the standard for admission to the teaching profession raised, and the social conditions of the interior communities made such that the schools will attract teachers of higher qualifications before we can hope to educate children here as cheaply as we can in the States.

Comparative statistics relating to school maintenance.

Year 1890.	Total State and local expenditure.	Total State and local expenditure for public schools.	Per cent of total expenditure devoted to schools.	Total taxation per capita.	Total school tax per capita.	Cost of schools per pupil enrolled.
Maine.....	\$5,780,108	\$1,114,902	19.2	\$8.74	\$1.69	\$7.98
West Virginia.....	3,550,973	1,284,991	36.1	4.66	1.68	6.65
Missouri.....	21,011,260	5,128,260	24.4	7.84	1.91	8.27
Tennessee.....	6,364,411	1,300,357	20.4	3.60	.85	3.29
New Mexico.....	576,532	79,186	13.7	3.75	.55	4.66
Puerto Rico:						
1898-99.....	4,487,922	279,216	6.2	5.23	.32	9.90
1899-1900.....	3,373,659	413,113	12.1	3.09	.40	13.38
United States.....	569,252,634	139,065,537	24.4	9.09	2.24	11.03

The two most striking facts brought out by the preceding chapter are the small proportion of the total public expenditure under the Spanish régime that was devoted to public instruction, approximately one-fourth the average proportion in the States, and the high cost per capita per pupil enrolled of the public schools.

The first point is not entirely unanticipated. We have not been accustomed to look for a highly developed system of proper education in a Spanish-speaking country. The percentage of the public revenues devoted to education has been doubled in the first annual budget made out by an American governor. There still remains necessary, however, a large increase in the proportion of public taxes devoted to public schools. The per cent of the entire revenues of the island, insular and local, spent for public education, should be at least twice what it is even at the present time. The more striking fact, because more unanticipated, in considering the financial side of public education is, that to support a system so inferior to our own that even under its most favorable conditions it strikes us as almost an entire absence of educational facilities, the expense per capita for the pupils enrolled in the schools was greater than it was in the State of Maine, West Virginia, or Missouri; nearly as great as it was in the States of Delaware and Maryland, and more than twice as much as it was in the State of Arkansas or New Mexico.

Evidently any reform in the public-school system must depend upon the correction of conditions that secure such imperfect results for such a large expenditure of money. Some of the weaknesses in the financial administration of the schools have already been touched upon, but they are so vital that it has seemed best to state them more fully.

There is no special tax levied for school purposes. The school expenses are paid for out of a general fund created by massing together all the contributions of the municipality or of the insular government. As a result, the school expenses are provided for irregularly, and there is economic waste from an inability to calculate beforehand the time and promptness of payment. The credit of the municipalities, especially for its obligations in connection with education, is practically worthless. There should be a special tax levied specifically for school purposes in each municipality, and a special general tax in the whole island. The necessity of this general tax in Puerto Rico will be more fully discussed in the last part of this report, dealing with the sociological factors. However, the value of any reform in the system of taxation in Puerto Rico as a source of revenue for public schools and as a corrective of past abuses is dependent upon a thorough reform in the system of local government.

Another source of waste in school expenditure arises from the fact that there are no school buildings. The expenditure for rent of buildings is much greater than the cost of interest and maintenance upon buildings constructed especially for educational purposes. The waste of time and energy and health in the conduct of the schools resulting from improper quarters can not be estimated.

It is sufficient to say that no good school system can be built up in Puerto Rico while schoolhouses and residences are connected, and while the school buildings are

rented by the municipality. The obstacles in the way of the erection of school buildings are partly financial and partly due to local customs. The principal financial obstacle is the fact that municipalities have no credit, and under the present government their uncertain political status makes it impossible for them to contract loans at any rate of interest. The other great obstacle lies in the apathy or interested opposition of local authorities. The apathy is due to the fact that few of the local educational authorities know anything of the advantages of the better system. On the other hand, many alcaldes and men of influence are interested in renting a building occupied by a school. At the present time there are municipalities in this island where schools can not be opened because the authorities refuse to rent suitable buildings that are vacant, waiting until they can repair their own buildings, injured in the recent cyclone, and lease them to the local authorities.

To illustrate the lack of practical business sense that this system of renting buildings shows, it may be stated that the appropriation for the rent of school buildings in San Juan for the coming economic year is \$9,240, to accommodate 1,100 pupils. In other words, the expense of rent per pupil is larger than the entire cost of education in some States. This \$9,240 would pay 6 per cent interest on over \$150,000, which would probably provide especially constructed modern school buildings for the 6,000 school children of the city.

Municipal authorities should be authorized to contract loans, or a special tax should be levied for the express purpose of constructing and furnishing public-school buildings.

(c) A third source of wasteful expenditure has been the employment of incompetent teachers and teachers who were more interested in business undertakings of various character than in their schools. It was not an uncommon occurrence to enter a school room and find the room in charge of an older pupil while the teacher was keeping store or attending to other outside private enterprises. This neglect of duty was not noticed or reported if the teacher happened to be a political favorite or a relative of the local authorities of the town. These defects can be remedied by the prompt removal of incompetent or negligent teachers from the schools, by maintaining a higher standard of admission to the teaching profession, and by providing proper means for the training of teachers.

(d) Another source of waste closely connected with that preceding was defective organization of the schools. Promptness of attendance, regularity of attendance, systematic classification of pupils, and anything like a regular school programme were frequently unknown. Frequent holidays, occurring at any time during the school week, interfered with the regularity of the work.

(e) The ratio of the expense of school administration to the entire expense of the schools was very high. This was in accordance with the general system of Spanish administration, which required a large number of expensive officials in all departments, and is a fault that has been remedied since the American occupation.

(f) In secondary and higher education the same lack of knowledge of practical economy, and of justifying expense by results, seems to have prevailed. For instance, the institute of secondary instruction, recently suspended, was an institution giving courses, as already indicated, in secondary branches. The two years' course in Latin did not place the pupils on a par with the average student at the close of the first semester of his course in a high school of the States. There was no reading of authors. It is impossible to speak with the same certainty of some of the other courses, but as a rule the practical results obtained were about equal to those in the classics. We judge this from the reports of students passing from the institute to colleges in the United States. While the number matriculated was reported large—due to the fact that there was a system of subordinate instruction in other towns of the island and a system of home study—there were probably never more than 100 in actual attendance. The expense of salaries for this school was approximately \$20,000. The salary expense in the average State high school of the State of Minnesota of 100 to 125 pupils, would be approximately as follows:

Principal, \$1,000; assistant in the sciences, \$800; assistant in English and history, and perhaps German, \$800; a teacher of music and drawing, about \$600; total, \$3,200. Of course the salaries vary and are somewhat higher in the Eastern States. This high school would have accomplished practical results that were never accomplished in the institute. The pupils in classics would become familiar with at least two Latin and three Greek authors; they would have a practical knowledge of algebra and geometry that would enable them to take up higher courses in the university; and in the sciences they would have been familiarized through laboratory work with the principles of independent investigation. The same would have been true of history. None of these results were attained in the institute, though the expense for salaries was six times that of the high school. In other words, the tendency seems to have been to

measure the appropriation for an institution by what was promised rather by the results actually accomplished in it.

A system of rigid examinations by the insular authorities, both written and practical, is not desirable from the strictly pedagogical point of view, but it seems necessary, under the prevailing conditions existing here, to secure some such rough-and-ready measure of results and to base expenditures upon results obtained. An institution preparing 10 boys for college a year, and giving instruction to 50, should have an appropriation based upon these facts. In primary schools, where examinations are not practicable, there must be substituted for them a system of close inspection by qualified inspectors. Hitherto examinations have been held by the local educational authorities, who have visited the schools and examined the pupils orally. Teachers occasionally bring in pupils from other schools to represent their own classes at these examinations. Either through ignorance or intention the most glaring errors were overlooked. In one examination in San Juan itself several errors in long division were not noticed by examiners. The same occurred in Fajardo, and doubtless in other districts.

In résumé, then, a special tax for educational purposes, providing means for creating an educational plant, strict requirements for admission to the profession of teaching, the adjustment of appropriations in higher institutions to the work actually accomplished by them, and the maintaining of a rigid system of inspection in the primary schools, seem to be the most necessary measures of reform of the educational system. The present appropriations are sufficient for the number of pupils at present enrolled. The expenditure per capita for the enrollment is enough, if properly administered, to give the pupils now in the public schools of Puerto Rico as good an education as they would secure in the public schools of some of our most progressive and enlightened States. The proportion of the entire revenue of the island to be devoted to public-school purposes should be multiplied by 3. This educational revenue, however, should be devoted to extending school facilities so that the 7 or 8 children out of every 10 who now find no accommodations in the schools may have the same advantages as the small minority now receiving instruction.

In April, 1899, upon recommendation of the secretary of state, and without the concurrence of General Eaton, then at the head of this department, a general order was issued making the support of the common schools after the beginning of the following economic year, July 1, 1899, a charge upon the insular instead of upon the municipal treasuries. This order has been modified in practical operation as follows:

The municipalities continue to provide schoolhouses, furniture, and the residences of teachers, or a commutation in money for the last item.

The insular government pays the salaries of teachers and for text-books, charts, and maps used in the schools.

We have not complete statistics of the amount of municipal appropriations for the items above specified for the present economic year, as all municipal budgets have not yet been approved by the insular government. The largest single municipal appropriation is that of San Juan, \$19,620, currency of the United States. In the smaller municipalities the public-school budget varies from \$400 to \$4,000, currency of the United States.

The insular appropriations for public instruction, including school administration and supervision, for the economic year 1899-1900 are as follows:

Insular educational appropriation for 1899-1900.

I.—ADMINISTRATION AND SUPERVISION.

Board of education:	
Salaries	\$7, 700
Supplies	3, 000
English supervisors (salaries)	14, 400
Teachers' institute and summer school	2, 200
Total administration and supervision	\$27, 300

II.—SECONDARY SCHOOLS.

Industrial and Normal School at Fajardo, contingent upon appropriation of \$20,000 of the following sum by the city of Fajardo for land and buildings	\$40, 000
Model training-school building	5, 000
Model training school, salaries and equipment	15, 000
Total for secondary education	60, 000

III.—COMMON SCHOOLS.

Salaries:	
28 principals, at \$675.....	\$18, 900
76 grade teachers, at \$450.....	34, 200
194 grade teachers, at \$360.....	69, 840
322 rural teachers, at \$270.....	86, 940
Supplies:	
Text-books for 31,000 children, at \$1 each.....	31, 000
Transportation for same.....	350
Total for common schools.....	\$241, 230

IV.—LIBRARY AND MUSEUM.

Salaries.....	\$720
Furniture and reference books.....	800
	<u>1, 520</u>
Total educational appropriation.....	330, 050

Insular educational appropriation for 1898-1899.

A.—BY GENERAL GOVERNMENT.

I. Administration.....	\$12, 699. 00
II. Salaries:	
Pension commission.....	\$860. 17
Secondary institute.....	1, 608. 60
Normal schools.....	10, 600. 00
Total.....	13, 068. 77
III. Supplies:	
Pension commission (includes \$4,000 for pension fund).....	2, 900. 10
Secondary institute.....	1, 950. 00
Normal schools.....	1, 524. 00
Superior board of education.....	120. 00
Total.....	6, 494. 10
IV. Subsidies:	
Atheneum, San Juan.....	4, 200. 00
Lyceum, Mayaguez.....	600. 00
Popular institute, San Juan.....	1, 200. 00
Paulist college, Ponce.....	1, 800. 00
Total.....	<u>7, 800. 00</u>
Total educational appropriation by General Government.....	\$40, 061. 87

B.—BY PROVINCIAL DEPUTATION.

Subsidies, orphan asylum school, Esculapian school, and Sisters' school at Santurce.....	<u>21, 283. 32</u>
Total insular appropriations for education.....	61, 345. 19

Table showing total revenues and total appropriations for education of General Government and municipalities.

Year.	Total insular expenditure.	Total municipal expenditure.	Total public expenditure.	Insular expenditure for public education.	Municipal expenditure for education.	Total expenditure for education.
1898-99.....	\$2, 869, 152	\$1, 618, 769	\$4, 487, 922	\$75, 843	\$203, 373	\$279, 216
1899-1900.....	1, 943, 678	1, 429, 981	3, 373, 659	330, 050	83, 063	413, 113

VI.

SOCIOLOGICAL FACTORS—GENERAL REMARKS.

The educational problem in Puerto Rico is affected by the physical conformation of the island. The interior is divided into many little mountain valleys, isolated from each other and inaccessible at certain times of the year by ordinary means of communication. Supervisors are obliged to make their rounds on horseback and are detained in towns for days at a time by high water. Schoolbooks and supplies are transported to some municipalities on pack mules or on the heads of peons. This division and isolation of rural communities renders inspection and supervision of schools difficult, narrows the intellectual as well as the physical horizon of the people, and renders even the insularity of the Puerto Rican more insular. It would favor organizing the schools upon a district basis were it not for the fact that the general intelligence of these remote communities is so low that they can not perfect and conduct successfully even the rudimentary political organization involved in the district system. We have record of cases where a barrio of nearly 4,000 population, with an area half that of an American township, paying land and consumption taxes to the amount of nearly 6,000 pesos per annum, has not had for twenty years a school, a physician, or a minister of the gospel. These physical conditions, however, do not present an insurmountable obstacle to the establishment of a successful public-school system. In Norway every peasant can read and write, and yet the isolation, due to the physical features of the country and the natural obstacles to communication, is probably greater there than in Puerto Rico.

Another factor in the public school problem is the character of the population. In the first place the people are very poor; in the second they are very ignorant; in the third they are not of the same race; in the fourth they lack a heritage of intellectual and social discipline. It will be impossible for local taxation to support a public school system in Puerto Rico. Even in the United States we find that the hand of the Government must be stretched out to aid the poorer communities in order that the State may have the support and benefit of a uniformly intelligent and educated body of citizens. Here this need is still more apparent. The race question is not prominent at present, but may become more so with the spread of education. It does not prevent the mingling of pupils of both white and black parentage in the same schools, and there are many excellent colored teachers in the employ of the Government. There is one danger to be avoided, and that is, that a little learning, in a country where the acquisition of a mere livelihood is so easy, may disincline the people to manual labor. Industrial education is exceedingly important. We want to make citizens and not politicians in our schools, and to teach habits of thrift and industry at the same time that we teach reading and writing. Manual training should accompany mental training from the first, and the dignity of labor should be taught with even more emphasis, perhaps, than the dignity of learning.

The character of the local government must also be considered in planning for the future educational needs of the island. The simulation of great interest in public education is often attended by extreme apathy whenever a practical demonstration of that interest is called for. The city of San Juan, the city of Ponce, the city of Mayaguez, the principal towns of the island, have not yet provided quarters for the public schools which open October 2. For months but two members of the board of education at Mayaguez could be prevailed upon to attend its meetings. Municipal treasurers in many instances refused to assume the burden of acting as government agents in paying public school salaries, and municipal councils willingly defer the election of teachers to the central government, and disencumber themselves with much satisfaction of many functions that local authorities in the States cling to with the greatest pertinacity. Education has been habitually neglected. The public school-teachers were the last of the public servants to receive their pay. Where there is a low standard of intelligence in a community the popular demand for education, which really exists, has little opportunity to express itself. The government is, in the hands of the people who pay the largest per cent of the direct taxes, and who, at the same time, have the least interest in educating the masses of the people at large. The broad gulf between the rich and the poor and between the educated and the uneducated explains the lack of sympathy which leads to the lack of interest in universal education.

In considering the character of the pupils we are approaching more closely to the pedagogical aspect of the school problem here. Great natural aptness is combined in most instances with little intellectual discipline. Pupils are not accustomed to the independent pursuit of knowledge. They have not been taught either to observe things or to consult books. The home discipline, except in case of families of the better class, does not support school discipline, and there is no home environment

such as we have in the States. Home work could not be assigned a pupil, because he has no home, in our sense of the word, in which to do home work. A servant, who will twine a garland of wild flowers about the ornaments of a room with more artistic taste than would be displayed by a domestic of Northern blood, will hang the pictures wrong side up in replacing them on the walls after dusting. The faculty of observing details, of seeing the rational rather than the emotional basis of things, has not been awakened. To a cursory observer it seems as though the children possess less self-organizing ability than those in the United States. Boys do not form ball clubs or such social organizations as are common with us. The bond of union, where a union is formed, is some individual leader, not an idea or a purpose. The social instinct in play is less developed.

When we consider the schools of Puerto Rico under their pedagogical aspect, we perceive at once that we have come in contact with a European system. That the methods of school organization, discipline, and instruction are different in trans-Atlantic countries than our own, that the United States represents a world apart in public-school matters, is something we do not always realize. The same features arrest the attention of all European observers and critics of our public-school system, and this is perhaps the more proof that they are characteristic. One English investigator is impressed with the uniformity of the school system all over the States; another by the freedom and self-control manifested by the pupils; another by the use of text-books and recitation methods; all of them by the importance which we ascribe to the material basis of the school system; to proper buildings, desks, boards, to the superiority of our text-books, and to the minute systematization of work prevailing in our schools. These things are absent in Puerto Rico. The teacher is the school. Material conveniences were little valued and seldom provided; text-books were worthless. Most schools were conducted apparently upon a happy-go-lucky method so far as programme, arrangement of studies, and discipline were concerned. In the same way that when an American system becomes bad it generally becomes bad through becoming mechanical through oversystematization, when a European system becomes bad it does so through becoming chaotic through utter absence of system. One of the first needs that was felt was that of inspection. We had to know what the schools were before we could know what reforms were needed in them. This inspection was made by people familiar with the American schools.

We could hardly expect many faults to be readily seen by those that had been accustomed to seeing them all their lives. There was evidently the need of some means through which the teachers could inform themselves. They were not qualified, to teach from a scholastic point of view, but they were earnest and willing to learn. The readiest way of disseminating intelligence and information and knowledge was through teachers and through books. We have placed the text-books in the teachers' hands as tools for their own instruction. Hitherto where a text-book has been used it has been memorized by heart. The method of teaching the catechism set the model for teaching everything. The text-books that have been adopted are books that will lend themselves to this method of study as little as possible. Nature study—the study of concrete things—is unknown. Consequently this side of education needs to be emphasized more than it might under other conditions. Standards had to be established, and while not in sympathy with mechanical examinations under other conditions, it seemed necessary here to examine teachers and pupils rigidly, strictly, impartially, and uniformly all over the island in order to awaken them to a consciousness of their own defects and to establish a standard showing them what we expect them to attain.

There is opposition to the American schools. If left to itself Puerto Rico would not establish them until that time comes when a controlling majority of its intelligent classes had received their education in the institutions of the United States. This opposition arises from several reasons. In the first place, the educational leaders of the island have been trained in the schools of Spain and France. They understand the system followed in those countries, but they do not understand the American system, and their opposition follows as a natural result of this fact. It is stimulated by the additional consideration that, as the teachers constituted an official class, they felt and resented keenly, as did all Puerto Rican officials, the appropriation of the best positions in the island by the Spaniards. They do not want to see this repeated in case of America, and they see in the incoming of American teachers simply an invasion for spoils. While this is true of the educational leaders of Puerto Rican birth, there is hearty cooperation and assistance to be expected from a majority of teachers, and we believe that this cooperation will be still more cordial when the merits of the American system are understood and when the teachers begin to receive their salaries regularly and to be relieved from the uncertainty as to their future financial prospects and the embarrassment attending this that has been an occasion of real distress to many of them during the past few months.

Finally, it must be remembered that over four-fifths of the population of Puerto Rico have yet to be awakened into intellectual, social, and civic consciousness, and that this must be accomplished through the public schools. If the public-school system is left to inefficiency and neglect, this awakening of the people will be indefinitely postponed. If it is allowed to remain European, and if France and Spain are to continue the intellectual mistresses of the island, the very improvement of the public-school system may tend only to alienate the people in their fundamental sympathies from the Government of which they form a part. If the schools are made American, and teachers and pupils are inspired with the American spirit, and people of both races can be made to cooperate harmoniously in building up the schools, the island will become in its sympathies, views, and attitude toward life and toward government essentially American. The great mass of Puerto Ricans are as yet passive and plastic, knowing nothing of and neutral in their attitude toward school methods and systems, but blindly and unvocally groping toward the light. Their ideals are in our hands to create and mold. We shall be responsible for the work when it is done, and it is our solemn duty to consider carefully and thoughtfully to-day the character we wish to give the finished product of our influence and effort.

APPENDIX A.

TEACHERS' BULLETIN, NO. 1, CONTAINING OUTLINE OF STUDY AND PROGRAMMES FOR PRIMARY SCHOOLS.

[Issued by authority of the insular board of education.]

Insular board of education.—Victor S. Clark, president; George G. Groff, Jose E. Saldana, Henry Huyke, R. H. Todd.

Officers of the board.—Victor S. Clark, president and insular superintendent; H. B. Wiborg, cashier and United States disbursing officer; Enrique Hernandez, secretary.

I.—INTRODUCTION.

The following outline of a course of study is published as a temporary guide for teacher of rural and graded schools pending the appearance of a large and more complete manual:

As all the text-books are not in our hands, it is not possible to assign the exact amount for each year, but approximately the work laid out in the following scheme must be covered: Short examinations will be given in the different schools by the English supervisors and other inspectors from time to time, without previous notice, and teachers are urged to keep the work up to the standard required. The regulations with reference to text-books must be strictly observed. These books are public property and the teacher is held responsible for all books in his or her hands. Text-books should last two or three years. The school hours are long enough to enable pupils to prepare lessons at school, and no home work is required that will necessitate the use of text-books, consequently books should be distributed to pupils at the beginning of study periods, in order that one class may study while another class is reciting. Books should be collected at the close of every study period or recitation. Every schoolroom should be provided with a water-tight lock case in which books may be kept when not in use by pupils. No old text books can be used in the schools. Religious instruction is forbidden.

In regard to the programme, much is left at the teacher's discretion, and it is permitted teachers to dismiss the youngest children, those of the first and second grades, from school one hour earlier than the school closes each afternoon session. Every teacher, however, must post in his or her schoolroom where it can be plainly seen a programme of the daily work of the school, and this programme must be followed. Those submitted will serve as models.

In the rural schools it may not be possible to undertake more than the first three years' work and in this case two or three classes can be formed.

Teachers are especially requested to note the following regulations, the violations of which may cost them their titles and their positions:

1. No teacher is permitted to leave the schoolroom during regular school hours upon any legal school day for the purpose of attending to business not connected with his school work. In other words, the teacher is expected to be at his post of duty during the full time required by law.

2. Employment of substitutes not authorized by the insular board of education is positively forbidden.

3. Religious instruction in schools during school hours is not permitted, the full time being devoted to the regular course of study.

4. Teachers are held personally responsible for the condition of text-books and for their proper return at the close of the school year.

OUTLINE OF COURSE OF STUDY.

First year (first grade—primary).

First term.—Spanish: Reading from chart. Teach the words before you teach the alphabet; associate the words with the objects.

English: Reading from chart. Teach the sounds of the words, giving the Spanish equivalent only in case of abstract words, verbs, and connectives, and whenever possible associate the word with the object instead of defining it.

Arithmetic: Teach counting in Spanish and English.

Music: Kindergarten motion songs.

Second term.—Spanish: Reading chart continued.

English: Chart work continued.

Arithmetic: Covering the work in the first eight lessons of Part I of the arithmetic, orally, in English and Spanish, and teach the numerals.

Music: Calisthenics and general lessons, as outlined in the Teachers' Bulletin.

Third term.—Spanish: Begin the First Reader, covering about one-third of the book.

English: Complete and thoroughly review the chart.

Arithmetic: Cover Part I, lessons 9 to 30, inclusive. Oral and written work in English and Spanish.

Music: Calisthenics and general lessons, as before.

Second year (second grade—primary).

First term.—Spanish: Review first part of the First Reader, and continue, covering the second one-third of the book in advance.

English: Review the chart thoroughly. Begin Appleton's First Reader, reading about twenty lessons or more, if possible; or with the Riverside Primer, complete the first fifteen lessons.

Arithmetic: Review and complete Part I in English and Spanish.

Music: National airs, kindergarten songs, general lessons, and calisthenics, as outlined in Teachers' Bulletin.

Second term.—Spanish: Complete First Reader.

English: Appleton's, complete Part I, with written exercises in English; or, Riverside Primer, lessons 16 to 40, inclusive, with written exercises.

Arithmetic: The first twenty lessons, Part II, principally in English, extending the written exercises.

Music: Calisthenics and general lessons, as in first term.

Third term.—Spanish: Second Reader continued.

English: Appleton's completed, or Riverside Primer, lessons 41 to 75, inclusive, with written exercises.

Arithmetic: Lessons 21 to 44, inclusive, of Part II.

Music: Calisthenics and general lessons, as in previous term.

Third year (third grade—intermediate).

First term.—Spanish: Review of first lessons of the Second Reader, completing in advance about one-third of the book.

English: A thorough review of the part of Appleton's Reader already read. Riverside Primer, lessons 45 to 87, inclusive, with written exercises, or special selections in English.

Arithmetic: A thorough review of the first forty-four lessons of Part II, completing the remainder of Part II in advance.

Music: Calisthenics and general lessons as provided in special bulletin to teachers.

Second term.—Spanish: Complete about two-thirds of the Second Reader.

English: Riverside Primer, lessons 88 to 120, inclusive, with written exercises.

Arithmetic: The first 27 lessons of Part III. This work should be in English, and written work should be emphasized.

Music: Calisthenics and general lessons as provided in the Teachers' Bulletin.

Third term.—Spanish: Complete the Second Reader and begin work in Primeras Nociones de Lenguaje, covering about 15 pages of the book, teaching orally the parts of speech.

English: Complete the Riverside Primer and Reader.

Arithmetic: Complete Part III of the book.

Music: Calisthenics and general lessons as provided in the Bulletin.

Fourth year (fourth grade—intermediate).

First term.—Spanish: Review thoroughly the first fifteen lessons of language book and continue, completing about one-third of the book. In reading let the pupil read the geography as a reading lesson as far as page 20, allowing three days a week for a close questioning and topical work upon the subject read.

English: A thorough review of the Riverside Primer. Sight reading from material provided in the Bulletin for teachers, and the story of Columbus in the Eggleston History. Language lessons begun.

Arithmetic: A thorough review of Part III, completing first ten lessons of Part IV.

Music: Calisthenics and general lessons as outlined in Teachers' Bulletin.

Second term.—Spanish: Continue the language lessons. Read the geography as far as "North America," with questions and topical work three days of the week as indicated for the first term.

English: Language lessons two days of the week, reading in Eggleston's History two days of the week, questions upon the history one day of the week.

Arithmetic: Lessons 11 to 28, inclusive, of Part IV.

Music: Calisthenics and general lessons as indicated in Bulletin.

Third term.—Spanish: Language lessons continued. Geography as in the previous terms, North America and the United States.

English: Language lessons continued—Eggleston's History, reading two days of the week and questions one day of the week as indicated in previous terms, completing about eighteen chapters of the history this year.

Arithmetic: To lesson 55 in advance.

Music: Calisthenics and general lessons indicated in Bulletin.

Fifth year.

First term.—Spanish: A thorough review of the geography and of the language lessons, containing the geography to "Groups of States."

English: A thorough review of the language lessons and the history, continuing so as to complete about twenty-five chapters of the history.

Arithmetic: A thorough review and Lessons 55 to 60 in advance.

Lecciones en lenguaje (Español-Ingles): Twenty-five pages.

Music: Calisthenics and general lessons as indicated in Bulletin.

Second term.—Spanish: Language lessons continued, with more formal grammar and the reading of literary selections in Spanish.

English: Complete Eggleston's History. Continue language lessons.

Arithmetic: Complete percentage as given in the text-book.

Geography: Review and complete geography of the continents. Use the books for reading lessons only occasionally.

Lecciones en Lenguaje: Twenty-five pages.

Music: Calisthenics and general lessons as indicated in Bulletin.

Third term.—Spanish: Complete the language lessons, reading Spanish literary selections.

English: Continue language lessons, introducing more of formal grammar, and read literary selections bearing upon American history.

Arithmetic: Review percentage and take mensuration in advance.

Geography: The detailed study of the United States, including Puerto Rico.

Lecciones en Lenguaje: Twenty-five pages.

Music: Calisthenics and general lessons as indicated in Bulletin.

Sixth year.

Spanish: During the sixth year literary selections in Spanish should be continued from books which will be recommended later, and formal grammar should be thoroughly reviewed, according to a synopsis published in the Manual.

English: Literary selections—Robinson Crusoe, Hiawatha, Miles Standish—should be read and formal grammar should be taught, following the synopsis published in the Manual.

Arithmetic: Work from an advanced book, to be prescribed later, especial attention to be given to commercial arithmetic and mensuration.

Geography: The geography should be completed during the sixth year and a thorough review by topics, as suggested in the outline published in the Manual.

United States History: Should be reviewed from some advanced book, to be prescribed later, in Spanish or English.

Principles of civil government should be taught the third term of this year.

Lecciones in Lenguaje (Español-Ingles) completed.

Music: Calisthenics and general lessons as indicated in the Bulletin.

III.—PROGRAMME.

There should be a carefully arranged programme of every day's recitation, and this programme should be faithfully followed. There should be a time for everything and everything should be done in its time. Every child in school should know just what he has to do at each period, and know how he has to do it. The programme should be plainly written or printed on a sheet of heavy paper and posted where it can be easily seen by all pupils and visitors. A programme that is not followed is worse than useless. Every exercise named for a certain hour and minute should begin at that minute and close as promptly. Teachers and pupils should form the habit of being ready at the appointed time. For the very youngest children a recitation period of fifteen or twenty minutes is long enough. As pupils grow in the power of attention and the teacher grows in his power to hold attention, the periods may be made longer. In all programmes the exercises should be so arranged as to afford variety; the child's interest and attention flag if held too long to one kind of work. Writing should alternate with book study, numbers with drawing; physical exercise should follow work involving little movement. In providing study work this matter should be considered and variety of occupation provided. There should be a table at which pupils may stand to cut, paste, model, or arrange forms, allowing little children the movement which they need. Work at the blackboard furnishes opportunity for variety in position and movement. Seat work has two general aims—to prepare for the coming recitation or to apply a truth learned in a preceding one. The programme should provide for both preparation and drill, affording appropriate periods for each.

The teachers must bear in mind the absolute necessity for daily preparation of the work of the ensuing day. The teacher must study no less than the pupil if she is to be successful. Questioning should never be from the book, and, above all, do not permit your pupils to repeat the words of the book in recitation. Memorizing for repetition is not only worthless and a waste of time, but positively harmful to the pupil. A pupil does not understand what he repeats word for word from the book; what the pupil understands he will express in his own words. He must put his own individuality into his answer if his answer is to have meaning for him.

The first of the two programmes is intended for primary grades in schools having several teachers or for rural schools attended only by the youngest pupils.

The second of the programmes is intended for graded schools of two or more teachers and for rural schools having advanced classes.

Programme for primary grades.

FIRST AND SECOND YEARS.

Time of class.	Minutes.	Class I.	Class II.
8.30	20	Songs and general lesson.	Songs and general lesson.
8.50	15	Spanish.	Study general lessons.
9.05	15	Study arithmetic.	Spanish.
9.20	10	Physical exercises.	Physical exercises.
9.30	15	Arithmetic.	Study arithmetic.
9.45	15	Study English.	Arithmetic.
10.00	15	Recess.	Recess.
10.15	20	Study arithmetic.	Study arithmetic.
10.35	20	English.	Study English.
10.55	20	Study Spanish.	English.
11.15	15	Writing or drawing.	Writing or drawing.
1.30	15	Music.	Music.
1.45	15	General lesson.	General lesson.
2.00	5	Physical exercises.	Physical exercises.
2.05	15	Spanish.	Study Spanish.
2.20	15	Study English.	Spanish.
2.35	10	Recess.	Recess.
2.45	15	English.	Study English.
3.00	15	Study Spanish.	English.
3.15	15	Writing or drawing.	Writing or drawing.

Three-grade programme.

Time of class.	Minutes.	Primary.	Secondary.	Advanced.
8.30	10	Opening exercises.	Opening exercises.	Opening exercises.
8.40	25	Seat work.	Study arithmetic.	Arithmetic.
9.05	25	Study arithmetic with slate or objects.	Arithmetic.	Study English.
9.30	20	Arithmetic.	Study English.	Study English.
9.50	20	Form work—paper folding, stick laying, etc.	Study English.	English.
10.10	10	Recess.	Recess.	Recess.
10.20	20	Study English.	English.	Study arithmetic.
10.40	20	English.	Form work—map drawing, sand molding, etc.	Study Spanish.
11.00	25	Excused from school.	Study Spanish.	Spanish.
1.30	10	General lesson.	General lesson.	General lesson.
1.40	20	Form work—clay modeling, paper cutting, etc.	Spanish.	Study geography.
2.00	20	Study Spanish.	Seat work.	Geography.
2.20	20	Spanish.	Animal or plant study.	Study United States history.
2.40	30	Writing or language.	Writing or language.	Writing or language.
3.10	10	Recess.	Recess.	Recess.
3.20	20	Study arithmetic with slate or objects.	Study English.	United States history.
3.40	20	Drawing, singing, or general lesson.	Drawing, singing, or general lesson.	Drawing, singing, or general lesson.
4.00	15	Excused from school.	English.	Study English.
4.15	15		Study arithmetic.	English.

V.—LIST OF TEXT-BOOKS.

The text-books ordered by the state for the public schools of the island are as follows:

Spanish.

McGuffey's Chart—The American Book Company, Washington Square, New York.
 Libro Primero de Lectura—The American Book Company, Washington Square, New York.

Libro Segundo de Lectura—The American Book Company, Washington Square, New York.

Primeros Pasos en Literatura—Silver, Burdett & Co., New York.

Primeras Nociones de Lenguaje por Bartlett—Silver, Burdett & Co., New York.

English.

Carnifex Reading Chart—B. F. Johnson Publishing Company, Richmond, Va.

Appleton's First Reader—The American Book Company, Washington Square, New York.

Riverside Primer and Reader—Houghton, Mifflin & Co., Boston, Mass.

Tarbell's Lessons in Language—Ginn & Co., Boston, Mass.

Spanish and English.

Lecciones en Lenguaje, Español Inglés—The American Book Company, New York.

Geography—Frye's Geografia Elemental—Ginn & Co., Boston, Mass.

Arithmetic—Wentworth's Elementary Arithmetic—Ginn & Co., Boston, Mass.

Music; Song Book for Home and School—Ginn & Co., Boston, Mass.

Besides these books it is the intention of the board of education to publish monthly a teachers' bulletin, uniform with this bulletin, and containing outlines of oral lessons in hygiene, nature study, and general history, and, as there is need for them, literary selections in Spanish and in English will be provided for the schools.

The board has also made arrangements to have translated for the use of teachers of the schools of Puerto Rico one of the best works on primary teaching in use in the American schools, entitled Waymarks for Teachers, by Sarah Arnold. This book will contain a full outline for nature study, adapted to Puerto Rico.

It is the intention of the board, also, to publish a complete manual for teachers, containing a course of study for the primary and secondary schools, as soon as practicable, and the manuscript of this book is now in course of preparation.

APPENDIX B.

Municipality ———. School ———. Date ———.

I have this day received from the insular board of education the following school-books and supplies, for the proper care and return of which I am personally responsible under the rules of the board.

Name of book.	Number of copies received.	Condition when received.	Number of copies returned.	Condition when returned.
Carta Española por McGuffey.....
Carnifex's English Chart.....
Libro Primero de Lectura.....
Libro Segundo de Lectura.....
Primeros Pasos en Literatura.....
Appleton's First Reader.....
Riverside Primer and Reader.....
Primeras Nociones de en Lenguaje por Bartlett.....
Tarbell's Lessons in Language.....
Lecciones en Lenguaje (Español-Inglés).....
Geografía Elemental por Frye.....
Wentworth's Elementary Arithmetic.....
Eggleston's Primary History of United States.....
Historia de los Estados Unidos por McMaster.....
Manual of Puerto Rico.....
Waymarks for Teachers, by Sarah Arnold.....
Guías para Maestros por Sarah Arnold.....
Map of United States.....
Map of Puerto Rico.....
Song Book for School and Home.....

RULES.

1. Books must not be taken from schoolroom except at personal risk of teachers.
 2. Books should be distributed to pupils at the beginning of each study period or recitation and collected at the close of the period.
 3. Books should be kept in a locked case when not in use.
 4. Books must be returned to supervisors at close of school term or school year.
- Remember that school books and supplies are Government property, not municipal or private property, and that you are held personally accountable for their proper care in the same way that other United States officials are held responsible for property intrusted to them, and any losses due to your negligence or failure to observe these rules will be made good from your salaries.

APPENDIX C.

DISTRICT No. ———.

Supervisors report upon ——— school at ———, for month ending ———, 1899.

Teacher's name ———; age ———; certificate ———; grades taught ———.

I.—ENROLLMENT.

	Boys.	Girls.
1. Enrolled last report.....
2. Admitted since last report.....
3. Left school since last report.....
4. Total enrollment at date.....
5. Average number of days pupils attended (divide total days by total enrollment).....
6. Total attendance in days.....
7. Age of oldest pupil.....
8. Age of youngest pupil.....
9. Applications for admission refused from lack of seating capacity.....

II.—TEACHER.

1. Discipline?
2. Neatness of schoolroom?
3. Does she follow programme exactly?
4. Do the pupils repeat from books?

5. Does she keep pupils busy during study periods?
6. Is she prompt and always at her post of duty during school hours?
7. Are any but authorized text-books in use?
8. Is religious instruction permitted?
9. Does she make progress in English?
10. Does she teach music?
11. Does she teach nature study?
12. Remarks: _____.

III.—BOOKS AND SUPPLIES.

1. Are all text-books reported according to receipt? If not, what books are missing and why?
2. What is the condition of books?
3. What school furniture is in the school?
4. What has been provided since last visit?
5. Is there a clock?
6. Is there a secure case for books?

IV.—SCHOOLHOUSE.

1. What rent paid?
2. What is estimated value of property?
3. Condition of outhouses?
4. Water supply?
5. Is there a school garden or grounds?
6. Is there a family residing under same roof?
7. How far to nearest private residence?
8. Dimensions of schoolroom?
9. Distribution of light with reference to seats?

V.—COPY OF SCHOOL PROGRAMME.

A. M.

P. M.

VI.—PROGRESS REPORT.

Subject.	Book or class.	From page—	To page—

VII.—SPECIAL EXAMINATION REPORT.

Examination.....	.....
Subject.....	.....
Number examined.....	.....
Number passed.....	.....
Number failed.....	.....
Average per cent.....	.....

REMARKS:

APPENDIX D.

PRIMARY SCHOOL EXAMINATION,¹ SEPTEMBER 18 TO 20, INCLUSIVE.

¹ These examinations are given quarterly by the English supervisors at the chief towns of each of the sixteen supervising districts—San Juan, Carolina, Fajardo, Humacao, Caguas, Cayey, Guayama, Coamo, Ponce, Yauco, San German, Mayaguez, Arceibo, Bayamon, Utuado, and Aguadilla. The applicants are mostly teachers who desire to establish their right to their present certificates upon an examination basis or applicants for teachers' certificates. The results of the September examinations, the questions for which form this appendix, were as follows:

Number examined, 84.

Subject.	Passed.	Failed.
Arithmetic.....	33	28
Spanish.....	42	9
English.....	28	13
Geography.....	17	28
History.....	33	29
Pedagogy.....	18	11
Total.....	171	118

1. Al enseñar la Fisiología á los niños de los grados inferiores ¿Cual debe ser el fin principal del maestro?
2. Cite tres convenientes estímulos para estudiar y compare su valor relativo.
3. Presente un plan, partiendo del punto que prefiera, para enseñar la geografía de Puerto Rico y razone el orden seguido.
4. Forme un programa para una escuela de tres clases con dos sesiones de tres horas, incluyendo los períodos de estudio y los de recitaciones, y diga qué consideraciones le han guiado al hacer esa distribución.
5. Manifieste las ventajas que los edificios para escuelas públicas ocupadas solamente con este objeto tienen sobre los edificios particulares ó de otra especie en que residen familias, desde los siguientes puntos de vista:
 - (a) El higiénico y sanitario.
 - (b) El de la disciplina.
 - (c) El del interés público en las escuelas.
 - (d) El de la economía pública.
6. Presente un programa, en sus puntos generales, para los estudios de los seis años, incluyendo el estudio de la naturaleza en los dos primeros años y el de la geografía en los cuatro últimos, relacionando la historia con la geografía en los dos últimos años.
7. Por la frase "recitación tónica" se entiende una relación hecha por el alumno sobre cualquier punto, usando para ello sus propias frases y palabras, distinguiéndola así de la respuesta directa dada á la pregunta hecha por el maestro. Una "recitación tónica" debe abarcar los varios puntos incluidos en el tónico que se eligió, siguiendo el orden lógico. Este debe ser exclusivamente el trabajo del alumno y el resultado del ejercicio gradual del pensamiento y la expresión, que empezó en los grados primarios. Diga qué ventajas tiene este método de recitación sobre el que se limita á repetir de memoria los libros, tomando para ello los siguientes puntos de vista:
 - (a) El de enforzar la individualidad y la iniciativa.
 - (b) El de ejercitar la facultad de expresión.
 - (c) El de ejercitar al raciocinio.
8. Froebel dice: "El niño solo entiende á fondo aquello que puede producir." Diga lo que debe entenderse por esta sentencia, y manifieste la idea que V. tenga acerca de su aplicación práctica en la escuela primaria.

Geografía.

[Preguntas basadas en la Geografía elemental de Frye.]

Solo se requiere la primera ó la segunda, y además otras cinco de las preguntas restantes.

1. (15) Esboce un mapa del contorno marítimo desde la ciudad de New York hasta la desembocadura del río Orinoco, situando en él á New Orleans, la península del Yucatan, el lago Nicaragua, Cuba y Puerto Rico, y el proyectado canal de Panamá. (9 por el mapa y 1 por cada lugar de los indicados.)
2. (15) Esboce un mapa del Mississippi y tres de sus principales tributarios, situando en él Kansas City, Pittsburg, Illinois y Helena. (10 por el mapa y 1 por lugar de los indicados.)
3. (10) Describa una de las rutas transcontinentales desde Chicago hasta la costa del Pacífico, y cite dos ciudades que haya en el camino.
4. (10) Cite cinco variedades de árboles de Puerto Rico y haga una relación descriptiva acerca de cada variedad.
5. (10) Indique la situación y haga una importante relación descriptiva ó histórica acerca de cada una de las ciudades siguientes: Moscow, Liverpool, Atenas, Leipzig y Nápoles.
6. (10) Describa el animal llamado reno. ¿Donde habita? ¿De qué se alimenta? ¿Cuales son sus usos? Cite dos animales que son vecinos del reno.
7. (10) Indique la situación de una región en Norte-América, sud-América, Africa, Australia, y Europa, las cuales han sido colonizadas á causa de su riqueza mineral, y cite la clase de mineral obtenido en cada región.
8. (10) Cite cinco países extranjeros de donde han venido emigrantes á Puerto Rico y los Estados Unidos, y diga en que parte de los Estados Unidos hay un gran número de cada clase.
9. (10) ¿Cómo se produce la goma y dónde se encuentra con más abundancia? ¿Cómo y dónde la seda, las perlas, el ópio, la pimienta, el tabaco y el azúcar?

Aritmética.

[Problemas basados en la Aritmética elemental de Wentworth.]

1. Un agricultor tiene las $\frac{4}{5}$ partes de sus vacas en un grande establo y el resto en uno pequeño. Si tiene 20 vacas en el establo grande. ¿Cuántas tendrá en el pequeño?
2. Si á razón de $3\frac{1}{4}$ kilómetros por hora un hombre anda cierta distancia en $3\frac{1}{2}$ horas. ¿Cuántas horas necesitará para andar la misma distancia á razón de $3\frac{1}{4}$ kilómetros por hora?
3. Un hombre vendió una casa en \$240 menos de lo que habia costado y perdió el 12 % de lo que pagó por ella. ¿Cuanto le costó la casa?
4. Un agente vendió 450 fanegas de trigo á razón de 80 centavos la fanega y recibió \$9 por su comisión. ¿Qué tanto por ciento de comisión fué el que cargo?
5. A cuánto monta el seguro de una casa, si el costo del seguro es de \$60 y el tanto por ciento es el $1\frac{1}{4}$?
6. ¿Cuánto se deberá pagar por una bicicleta si el precio corriente es de \$75 y el descuento 40 %?
7. Un comerciante compró una tela á \$3.20 la yarda y la vendió con un beneficio de $12\frac{1}{2}$ por ciento, descontando en el recibo el 5 % por pago al contado. ¿Cuántos centavos ganó por cada yarda de tela?
8. $11\frac{1}{2}$ ¿de qué número es la $\frac{2}{5}$ parte?
9. El sonido corre á razón de 1,120 pies por segundo. ¿Á qué distancia se hallará la nube de donde partió el trueno, cuando este es oído 13 segundos después de haber sido visto el relámpago?
10. ¿Cuántas libras de queso, compradas á razón de 10 centavos la libra, deben ser vendidas con una ganancia de 20 %, para conseguir un beneficio líquido de \$10?

Idioma inglés.

Traduzca al español:

1. (25) Dick has fed the cows and Mabel has milked them, and now Bob is driving them down to the pond.

How gentle the cows seem!

Bob has a long stick in his hand, but I do not think he needs to hit the cows with it.

"Bob! Bob! Bob!" I say, "do you hit the cows with that stick?"

"I do not hit them unless they try to run off; then I hit them just a little. I do not like to hit them."

Traduzca al inglés:

2. (25) Yo veo unas flores muy lindas.

Felipa trae flores á su papá.

Mi gato blanco tiene ojos azules.

Mi cabrito tiene cuernos negros y patas blancas.

La rata está sobre la canasta y el gato está sobre la silla.

3. (50) (a) Diga el presente y el pasado de dos verbos de los que haya en la pregunta "1," en las tres personas del singular y plural.

(b) Haga una lista de los nombres y sus respectivos modificadores en la pregunta "1."

Historia—Para maestros rurales y elementales.

[Preguntas basadas en el libro primero de la Historia americana de Eggleston.]

1. Haga una breve relación de los descubrimientos de Colón, en unas diez líneas, indicando la fecha en que navegó, y bajo que auspicios; su propósito al hacer el viaje; el número de viajes y los descubrimientos que hizo.
2. Cite el nombre de un descubridor y explorador del continente americano, de nacionalidad inglesa. ¿Qué efecto produjo su labor en la ulterior colonización del continente?
3. ¿Cuales fueron las dos primeras colonias permanentes fundadas por los ingleses?
4. ¿Quien fué Benjamin Franklin? A qué período de la historia americana está asociado su nombre? Cite detalladamente algunos de los servicios que prestó á su país.
5. ¿Quiénes fueron los rivales principales de los ingleses en la colonización del continente norte-americano? ¿Qué guerras con esta nación precedieron á la Revolución? ¿Qué gran general de la revolución entró en batalla por primera vez en estas guerras?
6. ¿Qué descubrimiento hizo Roberto Fulton? ¿Qué efecto produjo en la mayor extensión de la colonización americana en Norte-América?
7. ¿En qué guerra tomó parte Andrew Jackson?
8. ¿Quién descubrió la telegrafía eléctrica?
9. Diga algo acerca de la mocedad de Abraham Lincoln.
10. Haga un ligero bosquejo del crecimiento territorial de los Estados Unidos.

Idioma español.

PARA RURALES.

1. Definición del artículo, su división y declinación.
2. Definición del adjetivo; sus grados.
3. Verbo; su división y conjugación.
4. Preposición. ¿Qué son preposiciones separables é inseparables?
5. ¿Qué es oración? Clases de oraciones.
6. *Yo estudio el inglés.* ¿Que clase de oración es? Partes de qué consta. Forma pasiva.
7. *Juan aprende tres idiomas.* Análisis gramatical de esta oración. Decir los casos en qué se encuentran *Juan é idiomas.*
8. ¿Qué clase de verbo es *aprender* por su significación y por su forma? ¿Es regular ó irregular? ¿A qué conjugación pertenece? ¿Porque la palabra *idioma* es del género masculino terminando en *a*?
9. Diga algunas excepciones de los terminados en *a* que sean del género masculino.
10. Diga tres palabras terminadas en *o* qué sean del género femenino.

PARA ELEMENTALES.

1. ¿Qué es sintáxis? Su división.
2. ¿Qué es concordancia? Clases de concordancias, con algunos ejemplos.
3. ¿Qué es proposición? Diferentes clases de proposiciones.
4. ¿Cuales son las partes componentes de una proposición?
5. ¿Como pueden ser el sujeto y el atributo en la oración?
6. ¿Qué son complementos y qué clase de complementos hay?
7. *La noticia qué recibimos aver, fué desastrosa.* El análisis de esta oración por la naturaleza de sus verbos.
8. Análisis lógico de este mismo período.
9. Análisis por la ortografía.
10. Análisis por lo concordancia.

APPENDIX E.

THE SCHOOL LAWS OF THE ISLAND OF PUERTO RICO.

[Enacted by order of Gen. Guy V. Henry, Major-General Volunteers, commanding May 1, 1899.]

SAN JUAN, *May 1, 1889.*

The following is a true copy of the original orders filed in the office of the bureau of education.

VICTOR S. CLARK,
Subdirector of Public Instruction.

PART ONE.

The organic law of school districts.

[An order authorizing the establishment of school districts.]

SAN JUAN, *May 1, 1899.*

The following law, authorizing the establishment of school districts in Puerto Rico, and providing regulations for conducting the business of the same, is hereby declared to be in operation in this island, dating from the day of its publication.

Districts are urged to organize under this law, although it is permissive, not mandatory, and the people of Puerto Rico are assured that their success in conducting this fundamental though elementary form of self-government will do much to open the way to a broader exercise by them of similar powers.

Very respectfully submitted.

JOHN EATON,
Director of Public Instruction.

Approved.

FRANCISCO DEL VALLE Y ATILE,
Secretary of Interior.

Approved.

GUY V. HENRY,
Major-General Volunteers, Commanding.

I.—Preliminary.

(1) For school purposes the island of Puerto Rico is hereby declared to be divided into towns and barrios.

A town is a center of population, of definite and circumscribed limits, having 200 or more legal voters under the provisions of this act, and corresponding in general with the casco de poblacion of the Spanish law.

A barrio is a country district, of definite limits, containing less than 200 legal voters under the provisions of this act.

(2) School districts shall be of two kinds—town districts and barrio districts.

(3) Every school district shall be conterminous with the barrio or barrios, or the town within which it is established, and is hereby declared to be a body corporate, with power to contract or be contracted with, to sue or to be sued, in any court of this island having competent jurisdiction.

Every school district shall be known by the name of the barrio or town within which it is established, but when it includes more than one barrio it shall take its name from the barrio within which the school is located.

(4) The corporate powers of a district can be exercised only over schools within the territorial limits of that district. As a corporation its powers are independent of those of any other political or municipal corporation, and the present jurisdiction of municipal corporations in school affairs ceases, wherever districts are organized, with the perfection of such organization.

(5) Every district shall hold, in the corporate name of the district, the title of lands and other property which are now owned, or may hereafter be acquired, for school purposes in such districts, and no property held by school districts for public, school purposes shall be subject to taxation.

(6) The legal voters of any school district shall be persons of the age of 21 years and upward, of either sex, who are American citizens, who have resided in said district for the six months immediately previous to the signing of the petition for organization or for any school meeting, and who are able to read and write.

II.—Organization.

(1) The citizens of any barrio, any group of adjacent barrios, or any town may organize a school district conterminous with their barrio, barrios, or town in the following manner:

a. Five or more legal voters of the district to be established shall present to the governor-general of the island a petition setting forth the following facts: (1) The object of the petition; (2) the name of the barrio, barrios, or town in which they reside; (3) the number of persons residing in said district according to last official census; (4) the number of children of school age therein; (5) the assessed valuation of real property therein; (6) the names and locations of schools already established therein; (7) a description and valuation of school property owned by the proposed district; (8) the signature of the petitioners.

b. The governor-general, upon receipt of said petition, will publish the same for three successive days in the Official Gazette, with an invitation to residents of the proposed district to present any objections they may have to its being granted.

c. Within ten days of the third publication of the petition, the governor-general will establish the proposed district by announcement in the same publication, or communicate his refusal to do so to the alcalde of the municipality within which the district would lie.

(2) Where a district composed of more than one barrio desires to separate into two or more districts, or when two or more districts desire to unite to form one district, the same may be accomplished by petition, and the governor-general will announce in granting the petition such regulations for the division of school property held by the districts, or for the adjustment of their respective obligations in relation to property and bonds, as may seem to him advisable in each individual case.

(3) When a district has been established, it shall be the duty of the alcalde of the municipality within which it lies, within three days of the receipt of the governor-general's announcement, to cause to be published by written notice, to be posted in at least three conspicuous places in the proposed district, the place and date of a district school meeting, or a district election, to occur within thirty days of the date of advertisement. If on account of accident or the negligence of voters such meeting or election does not occur at date and place announced, subsequent dates shall be similarly named by the alcalde, not more than ten days apart, until a legal meeting or election is effected.

(4) When from default of legal voters or other reasons it seems advisable to the governor-general to disestablish a school district, he may do so, placing its schools under the immediate direction of the insular government.

III.—*Barrio districts, school meetings, powers of school meetings.*

(1) A district school meeting may be called by the alcalde of the municipality within which it is located, by the president of the board of trustees, or in case of his absence, by any trustee, by written notice, naming the place and date, posted in at least three conspicuous places in the district.

(2) The legal voters of school districts when lawfully assembled, not less than five being present, shall have power by majority votes of those present—

- a. To appoint a moderator and a clerk pro tempore.
- b. To adjourn from time to time.
- c. To elect school trustees by ballot.
- d. To establish schools.
- e. To designate a site for a schoolhouse.
- f. To vote an amount of money to be raised by tax upon the taxable property of the district.
- g. To authorize the trustees to raise such additional amounts of money as the district may determine.
- h. To repeal or modify their proceedings from time to time in accordance with the powers conferred by this act.

(3) Whenever the purpose of a school meeting or election is to authorize taxation or the bonding of the district, such meeting or election shall not be legal for said purpose unless its object be advertised in the same manner as the time and place of meeting for at least thirty days previous.

No district may levy a tax for more than 10 mills on the dollar, or bond itself for more than 10 per cent of its assessed valuation.

IV.—*Town districts, elections, powers of president.*

(1) The trustees of town districts shall be five in number, elected by twos and threes upon alternate years, and their term shall be two years or until their successors are elected. In the first election of any district two members shall be elected for two and three members for one year.

(2) In addition to the powers hereinafter granted to district trustees by this act, the board of trustees of a town district shall exercise the powers granted to school meetings in barrio districts by the previous article of this law.

(3) Regular annual meetings and elections shall be held the second Monday in July; special elections may be held by a call of trustees, approved by the secretary of the interior.

(4) The method of electing trustees in town districts shall be determined by the bureau of education, acting under the authority of the secretary of the interior, subject to the following limitations:

- a. The ballot shall be secret, according to the Australian system.
- b. The ballots shall be printed by the bureau of education and shall contain the names of all candidates for election as trustees who shall present petitions signed by twenty-five registered voters of the district to that effect.
- c. The election board, which shall preside at the voting table and count the vote, shall consist of legal voters appointed by the candidates for election, and each candidate whose name appears upon the printed ballot shall appoint one member of the board.
- d. The printed ballots shall not indicate in any way the political party to which the candidates respectively belong.
- e. After the count is completed, the ballots shall be carefully packed in a sealed package and mailed to the bureau of education for preservation until the next election.
- f. By a majority vote the board of trustees may submit any question of taxation, bonding, or school policy to the voters at any regular or special election, and such question shall be printed upon the regular or special ballot, together with the names of the candidates, and the decision of the voters shall be binding upon the trustees.
- g. The bureau of education shall publish a handbook of information for voters at school elections to be distributed free to the legal voters of town districts, containing the detailed provisions for registration of voters and holding elections; and such handbook, when duly authorized by the secretary of the interior, shall have the same legal force as the other portions of this act.

V.—*District officers.*

(1) The officers of a school district shall be five trustees, who shall be legal voters residing in the district, who shall serve without compensation, and who shall be elected annually in barrios districts, or biennially in city districts, and serve until their successors are elected.

(2) The trustees shall meet monthly or oftener, as required, and three shall constitute a quorum for the transaction of business. They shall elect from their own number a president, a clerk, and a treasurer of the district, to serve until their successors are appointed.

(3) The president shall serve without compensation; he shall call the school meetings and trustees' meetings and preside at the same. In his absence any other trustee may perform his duties.

(4) The treasurer of each district shall receive and pay out all moneys appropriated to or belonging to his district, and keep an accurate account of the public-school funds received from the insular treasury and of the district funds raised by tax, entering in his books all receipts, so as to indicate the sources from which received and the objects to which made applicable; and disbursements shall be recorded so as to show for what purpose the money was paid.

(5) The treasurer shall present and file with the clerk of his district, three days before his successor is elected, a report in writing, signed by him and containing a statement of all moneys received by him within the year preceding and of all his disbursements, exhibiting vouchers therefor; also the amount received by him of taxes assessed upon the taxable property of the district within the year, purposes for which they were assessed, the amounts assessed for each purpose, which report shall be recorded by the clerk and if it appears that there is any balance in the hands of the treasurer, he shall pay such balance into the hands of his successor as soon as he executes the bond required as a condition of holding the office of treasurer and his sureties justify on such bond. The president and clerk shall examine said report, and if correct they shall indorse the same and file a duplicate copy with the bureau of education.

When said report is approved, as above stated, and indorsed, the voters at the annual meeting, or the trustees in town districts, may authorize the clerk to issue an order in favor of said treasurer to an amount not exceeding 2 per cent on all orders issued by the clerk and signed by the president and paid by said treasurer during the past school year.

(6) The treasurer of each district shall execute a bond to the district in double the amount of money, as near as can be ascertained, which will come into his hands as treasurer during his term, with sufficient surety to be approved by the president and clerk, conditioned for the faithful discharge of his duties. Such bond shall be filed with the clerk of the district, and a duplicate copy with the signed approval of the president and clerk shall be filed with the bureau of education.

In case of breach of any condition of said bond, the president shall cause an action to be commenced thereon and prosecuted in the name of the district, and the money when collected shall be applied to the use of the district. The treasurer failing to give bond, as provided herein, or for any cause being unable to attend to his duty, the trustees of the district shall proceed to appoint another treasurer, who shall give bonds as required herein.

Two-thirds of the voters of any district may petition the president and the clerk thereof to require of the treasurer new bonds under the terms of this section. On receiving such petition the president and clerk shall forthwith make such requisition. If the treasurer neglects to furnish new bonds within ten days, his office may thereafter be declared vacant and be filled by appointment.

(7) The clerk shall record the proceedings of the district meetings and of the board of trustees in a book provided for that purpose; he shall enter therein copies of his report made to the English supervisor or to the bureau of education, and keep and preserve all records, books, and papers belonging to his office, and deliver the same to his successor in office; he shall act as clerk of the district in all its meetings; or, if absent, record the minutes of the clerk pro tempore; his minutes shall show all disbursements authorized by the district meetings or by the trustees, and he shall keep an account of all expenses of the school and schoolhouse, and record the cost of outbuildings, fences, and all the conveniences of the schoolroom, such as charts, maps, blackboards, and school libraries provided by the district. He shall issue vouchers for all amounts owed by the district, as shown by the disbursements authorized in the minutes, when they become due, which vouchers when countersigned by the president shall become orders upon the treasurer of the district for their face value. Each voucher shall be dated and numbered, and shall state the service or consideration for which it was drawn, and the name of the parties rendering such service or consideration, and shall be recorded by the clerk in a book kept by him for that purpose.

(8) The clerk shall give at least thirty days' notice of each annual meeting or school election, and each meeting for the authorization of taxation or bonds, and ten days' notice of all other meetings or elections, by posting three notices thereof in conspicuous places in the district.

Every notice of a special meeting or election shall set forth the object for which such meeting or election is called. In barrio districts special meetings for any purpose authorized by this act may be called on order of the trustees or by written request of any three voters of the district. Upon refusal of the clerk to call a meeting, or his neglect to do so for three days after receiving a written request from three voters, said three voters may call a legal meeting by posting written notices as indicated above. It is not necessary that the object of the annual meeting be specified in the notice calling it.

(9) Each district clerk shall, on or before the 10th of June of each year, make and transmit to the English supervisor of his municipality or supervising district a certified report, on a blank prepared by the bureau of education and furnished by said English supervisor, showing the condition and value of school property, receipts from different sources, disbursements for different objects, and such other matters as the blanks may require.

(10) The English supervisor and the alcalde in each municipality shall meet in the alcaidia of said municipality upon some day in the third week in June, and shall examine the reports of clerks of school districts of the municipality in order to ascertain respecting each report:

a. Whether the cash items are recorded in their proper places; whether the financial statement balances, and whether all questions in the report are correctly answered.

b. Whether the report was made within the time specified by law; and in case of any report sent by mail, it shall be deemed made when deposited in a post-office, properly stamped and addressed to the English supervisor of the municipality or supervising district.

(11) Every clerk whose report is found to be accurate and made within the time prescribed by law shall receive pay for such service at the rate of 2 per cent on the cash disbursements of the year, but the amount paid for this service shall not be more than \$25.

In case errors of a minor character occur in a report, evidently unintentional, one-half the compensation otherwise paid may be paid the clerk, but this only in case he corrects all such errors and returns the report corrected before the last week in June.

The English supervisor immediately after the reports have been examined by himself and the alcalde of the municipality shall send a written notice to every clerk found to be entitled to pay, stating such fact. Such notice shall be a voucher on which the treasurer of the district shall pay the clerk the sum due for such service out of any funds applicable to current expenses and not needed for the payment of teachers holding orders against or under contract to the district.

VI.—*District taxes.*

(1) All taxes levied by a district for public-school purposes shall be levied upon the real property of the district, and shall be assessed and collected by the same persons and in the same manner as municipal taxes, but the account of all such taxes shall be kept distinct from that of the municipal taxes, and from the accounts of other districts of the municipality, and the money may be spent only upon order of the district treasurer. In case the school taxes collected from any district do not amount to the sum required by the levy of the school meeting of the board of trustees, the municipal treasurer shall at once notify the district treasurer and the bureau of education of that fact, with full details of the persons defaulting in taxes and for what amount. District taxes shall have preference to municipal taxes, and in case of partial payment of taxes, said payment shall be applied to the district levy until it is satisfied, pending legal action for the collection of the remainder from the defaulting taxpayers.

(2) The clerk of each district shall, on or before the 15th of June of each year, furnish to the alcalde of his municipality an attested copy of so much of his district record as will show the amount of money voted to be raised by the district for school purposes at any annual or special meeting during the year, and any amount levied by trustees under power conferred by this act, without the vote of the district.

(3) It shall be the duty of the alcalde to place on file the reports of the district clerks of his municipality, and to cause the amounts specified therein to be levied upon the taxable property of each respective district, and such taxes to be entered upon the assessment rolls as to indicate the special object for which each amount respectively is levied.

But municipal officers, in entering such tax, shall not be required to use as a rate per cent any fractional part of a mill lower than one-fourth.

(4) The secretary of finance shall notify each municipal alcalde, on the 1st of June of each year, or within three days subsequent to that date, of the tax necessary to be levied to pay principal and interest due upon district loans of each district of the municipality, and it shall be the duty of the alcalde to cause such tax to be entered with the other school tax of each district, in such manner as to have preference to all other items of said tax.

(5) No tax can be levied for public-school purposes by any other authority other than that of the insular government or of the school district, nor can any district be bonded for school purposes in any other way than that authorized in this act; and no part of the municipal tax, levied by the municipality as distinct from the district, can be used for school purposes except as specially provided in this act.

VII.—*District bonds.*

(1) A majority of the legal voters of any district, at a special meeting or a special election called for that purpose, may authorize an issue of district bonds. A special meeting or a special election to authorize an issue of bonds may be called at any time, not a legal holiday, by a majority of the trustees of the district; but in town districts a majority of the municipal council must concur with the school trustees in the call for an election for this purpose, and their concurrence in said call shall be a legal approval by the municipality in its corporate capacity of the issue in question. The resolution submitted to the voters shall specify:

a. The amount of the issue.

b. The time it is to run.

c. The exact purpose for which the proceeds shall be used.

(2) Within three days of the passage of a resolution bonding a district, the trustees shall forward three attested copies of said resolution, with a statement of the vote thereupon, to the governor-general of the island, to be submitted by him to the secretary of finance, the secretary of justice, and the secretary of the interior, respectively.

(3) Within ten days of receiving a copy of the resolution from the governor-general, each secretary shall render a written opinion upon the legality and advisability of said issue to the governor-general, and the latter will thereupon legalize the issue by announcement in the Official Gazette, or if he refuses to do so, communicate that fact to the clerk of the district.

(4) Within ten days of the publication of a notice legalizing any issue of district bonds, the secretary of justice shall forward to the clerk of the district engraved coupon bonds, as specified in the resolution of the district. Such bonds shall be in denominations of not less than \$100 and not more than \$1,000, coin of the United States, and shall be payable in five, ten, or fifteen annual installments of equal amount, and shall carry interest at 7 per cent.

(5) Within ten days of receiving the bonds from the secretary of justice, the clerk of the district shall have the bonds, and each coupon of said bonds, signed by the officers of the board of trustees, and in town districts also by the alcalde of the municipality, and shall return said bonds to the secretary of finance.

(6) Four times in each year and one month before the opening of the next bids for bonds, the secretary of justice shall cause to be published in the Official Gazette and in one daily paper of the capital and one daily paper of the city of New York an advertisement calling for bids for all district bonds that are in his hands unsold, stating in such advertisement the amount, period, and purpose of each district issue. Previous to the publication of such advertisement, a registry of all the bonds to be sold shall be made in duplicate by the bureau of education and the secretary of finance, such copy containing a copy of the district resolution authorizing such bonds, a copy of the official announcement of the governor-general legalizing such bonds, and a list and description of the bonds by number, together with a certification by the alcalde of the municipality within which the district is situated to the signatures upon the same.

(7) All bids for bonds shall be sealed, and shall be accompanied by a certified check for 10 per cent the face value of the bonds, to be forfeited if the bidder does not abide by the terms of his bid. All bids shall be opened at the office of the secretary of finance, at a time specified in the advertisement of the bonds, and in the presence of the secretary of finance, the secretary of justice, the secretary of the interior, and the director of public instruction, or the deputized representatives of each of these. The trustees of any district whose bonds are to be sold shall also be entitled to have a special representative present at the opening of the bids. Immediately after the opening of the bids the director of public instruction shall notify the clerk of each district at what premium, if any, the bonds of his district were sold, and the clerk shall enter this communication in his records.

(8) No bid for less than the face value of the bonds shall be accepted. Where bonds are taken at a premium the amount of said premium upon the entire issue shall be deposited when received from the purchaser of the bonds in the insular treasury to the credit of the district issuing; and this money shall be deducted from the tax levied upon the district for the payment of principal and interest upon the bonds in question. The face value of the bonds shall be deposited in the insular treasury, and may be drawn against directly by the district treasurer, in the same manner as specified for district orders upon the municipal treasury, except that the secretary of finance shall recognize no order not issued for the payment of debts incurred in carrying out the purpose specified in the resolution authorizing the bonds.

(9) District bond coupons shall be paid by the secretary of finance upon presentation when due, and said secretary shall draw directly upon the municipal treasury involved for the same amount, which sum the municipal treasurer is authorized to pay without an order from the district clerk; but the municipal treasurer shall within ten days of payment forward to the clerk of the district in question a full statement of the transaction, indicating by number the bonds and the coupons upon which payment was applied, and the district clerk shall enter the same in his records.

(10) District bonds may be authorized only for the following purposes:

- a. To purchase a site for a schoolhouse.
- b. To erect, complete, or furnish a schoolhouse.
- c. To pay an indebtedness already incurred in erecting or furnishing a schoolhouse.
- d. To refund the district's indebtedness.

VIII.

(1) Whenever it shall become necessary for a school district to acquire a site for a schoolhouse or an addition to a schoolhouse site, and the same shall not be acquired by agreement with the owners thereof, the board of trustees of said district may prosecute proceedings for the condemnation of said site and its appraisal by right of eminent domain, following the law of the land in such procedure.

(2) All plans and designs for schoolhouses and for remodeling, adding to, or furnishing schoolhouses and the contracts for the execution of the same shall be approved by the bureau of education before they have legal force; and the bureau of education shall furnish plans and estimates for schoolhouses to school trustees upon application without charge. The director of public instruction or his deputy may, by a written order to that effect, stop payment upon any contract for construction, repair, or furnishing of a schoolhouse until satisfied that the terms of said contract are being properly observed.

(3) Where a district provides but one school, said school shall be open to both sexes, and the schoolhouse shall be entirely separate and upon different premises from the residence of the teacher of any other private family.

(4) It shall be the duty of the board of trustees to keep the school buildings of their district in proper sanitary condition, to provide proper outhouses for the pupils, and to bring action to remove any nuisance or unsanitary condition upon neighboring property likely to endanger the health and comfort of pupils; and in case of delay in removing any nuisance or unsanitary condition upon neighboring property, where prompt action is imperative, after proper notification of the owner of said neighboring property, the school trustees may take summary action to secure proper condition of the school surroundings, and the expense of the same shall be charged against the offending property and be legally collectable against the same.

IX.—Actions.

(1) The trustees of any school district organized in accordance with the provisions of this act may bring action in their corporate capacity in the following cases:

- a. On a contract made by them in their official capacity.
- b. To enforce a liability or a duty enforced by law in favor of such officers or their district.
- c. To recover a forfeiture or penalty given to such officers or their district.
- d. To recover damage for an injury to their official rights or to public school property of their district.
- e. To condemn land for public school purposes.
- f. To enforce the removal of a nuisance dangerous to the health or safety of pupils in the vicinity of public school buildings.

(2) Action may be brought against a district upon a contract made by the trustees or for an injury to the rights of the plaintiff arising from some act or omission of the officers of the district. All actions involving a district shall be in the name of the dis-

trict, and shall not be affected by a change of trustees. If a district be disestablished, the insular government will assume its obligations and prosecute its actions.

(3) A judgment against a district shall be paid by the insular treasury, which will collect the same from the district in the same manner as interest and principal of district bonds is collected. The payment of the judgment shall be made upon presentation of the official copy of the judgment, certified by the secretary of justice, and shall be made from any funds available, at the discretion of the secretary of finance. A copy of the judgment and statement of its payment shall be forwarded to the clerk of the district by the secretary of finance, and said clerk will enter the same in his official records.

X.—*Penalties.*

(1) Any legal voter of a district may cause an action to be brought to enforce any of the following penalties by petitioning the governor-general in his own name, setting forth sufficient evidence of a violation of this act. The governor-general will refer the matter to the proper officers and court for investigation and prosecution.

(2) The penalty for refusing to serve after accepting office as a trustee or officer of the board of trustees, shall be \$10 in barrio districts and \$25 in town districts, which sum shall be forfeited to the municipal treasury for the use of the district.

(3) In case an insular officer refuses or neglects to comply with a mandate of this law in a transaction affecting a district, he shall forfeit \$50 to the municipal treasury for the benefit of the district, in the same manner.

(4) A clerk may be fined \$50 for the benefit of the district for neglecting to make out the reports required by law, or for drawing an illegal order upon the treasurer of his district or the secretary of finance, or for neglecting to keep his books and records properly.

(5) The bureau of education shall have jurisdiction over teachers to the extent of dismissing them or canceling their titles for neglecting or refusing to comply with any provision of the school law. But where teachers through their neglect cause financial loss to a district, they shall be proceeded against by the district officers and damages collected in the courts of competent jurisdiction.

Part two.—Laws governing public instruction.

I.

An order defining public schools and the rights of pupils.

(1) All schools supported by public taxation, either local or insular, shall be styled public schools, and admission to them shall be free and without charge to all persons between the ages of 6 and 18 years who are residents of the island. And it is forbidden any teacher to accept fees for instruction given in public schools during school hours.

(2) The teacher may suspend, and the board of education may permanently exclude, from public schools under their jurisdiction pupils of bad moral character, or who are insubordinate, or who possess or are exposed to infectious diseases.

This order will go into effect July 1, 1899.

II.

An order defining the school year and its divisions.

(1) The legal school day shall consist of two sessions of three hours each—from 8 a. m. to 11 a. m. and from 1.30 p. m. to 4.30 p. m., respectively.

(2) The school week shall consist of five school days.

(3) The school month shall consist of four school weeks.

(4) The school term shall consist of three school months.

(5) The school year shall consist of three terms, to wit:

A winter term, beginning the twelfth Monday before Holy Week.

A spring term, beginning the Monday after Holy Week.

A fall term, beginning the twelfth Monday before Christmas week.

(6) The only days of the school term during which it shall be legal for teachers to close school shall be Saturdays and Sundays and those legal holidays established by the honorable secretary of justice in his order of April 11, 1899, approved by General Henry.

This order will go into effect July 1, 1899.

These holidays are the following:

New Year's Day.

Twenty-second of February (Washington's Birthday).

Good Friday.

Fourth of July (Declaration of Independence of the United States).

Christmas Day.

And the day named as the National Thanksgiving Day by the President of the United States.

III.

An order establishing a graded system of schools in towns.

On and after July 1, 1899, the present classification of schools shall cease to exist, and a system of rural schools and graded schools substituted therefor, in accordance with the following provisions:

(1) All schools in barrios, villages, and country districts where it is not practicable for more than 50 pupils to attend at the same building shall be denominated rural schools, and in such schools the rural-school program, as authorized in the teachers' manual, shall be followed; and such schools shall be opened to children of both sexes.

(2) Wherever the number of pupils exceeds 50 in any one building, and is less than 100 the teacher shall record the applications for admission in order as they are made, upon blanks furnished by the bureau of education for that purpose; but no teacher shall admit more than 50 pupils to his school, and he shall admit them in order of application. But if any pupil admitted shall be absent for two sessions any week, except on account of illness, or illness in his family, such pupil shall lose his place upon the roll, and be placed at the lower end of the list of applicants, and the applicant standing at the head of the list of those refused admission shall receive the seat thus vacated in the school.

(3) When the number of applicants that can attend at the same building reaches 100, two teachers shall be employed, and two rooms provided in the same building if possible. In such cases the primary grade shall be taught by one teacher and the grammar grades by the other, and the same rules of recording applicants for admission in order and of excluding irregular attendants shall be followed as in case of rural schools. Similarly, additional teachers shall be employed, additional rooms provided, and the work graded for each teacher, with every additional 50 pupils, until there is a separate teacher and a separate room for all six grades provided for in the teachers' manual.

(4) In schools where there are four grades or more the principal teacher shall exercise supervising functions over all the grades of his schools, besides teaching the highest room. His official title shall be principal of the graded school, and his salary as provided in order No. 3 of the school laws. The duties of the principal shall be those outlined in the teachers' manual.

(5) Wherever practicable the different grades of a school must be located in the same building. Schoolrooms provided by municipalities, whether for rural or graded schools, shall contain as a minimum $1\frac{1}{2}$ square meters of floor area for every pupil seated in the room.

IV.

An order prescribing a legal course of study for the public schools of Puerto Rico.

(1) On and after the beginning of the fall term of 1899 the following course of study is authorized for the public schools of Puerto Rico. Public-school pupils are entitled to instruction in all the subjects herein named according to their grade and the provisions of this act, and teachers are forbidden to teach any study not herein authorized in public schools during legal school hours.

(2) Pupils will be graded so far as possible into six grades, each representing one year's work. In the first and second years two recitations a day are required in each major subject taught; in other years one recitation a day is required in each major subject. But in rural schools where there are pupils of all six grades, the two highest grades may be combined for recitation purposes.

(3) In rural schools each session shall be divided into nine twenty-minute periods, of which the last eight shall be devoted to major subjects. In town schools where the number of grades taught by a single teacher is not more than three each session shall consist of six thirty-minute periods, of which four at least shall be devoted to major subjects.

(4) The major subjects taught in public schools shall be the following:

(a) *Spanish*.—During the first two years reading and writing only shall be taught. During the last four years two periods a week will be devoted to language work in Spanish and Spanish grammar. As soon as the pupil has mastered the first difficulties of reading, his work in this subject shall be so directed as to develop literary

taste, and wherever possible complete or abridged literary masterpieces shall be read.

(b) English reading shall begin in the second year, but in town schools chart work shall be begun in English in the first year whenever the teacher has less than three grades. During the last four years English language lessons shall be taught two periods a week, where exact training in composition and the use of correct grammatical forms will be taught through practice. In the last three years two periods a week shall be devoted to United States history and civil government as major subjects. Class work in English must be entirely in that language after the second year.

(c) *Arithmetic*.—Number work during the first two years will be in Spanish and English. For commercial reasons, and because of the simple vocabulary required, the arithmetic of the last four years will be taught in English. The metric system will be used, the English tables being placed in the appendix of the text book for reference. The text book must contain a Spanish and English vocabulary.

(d) *Geography*.—Oral geography may be taught as a minor subject during the first two years in graded schools where the teacher has not more than three grades under her charge. The text-book will be used during the last four years. Geography shall be taught in Spanish.

(5) The minor subjects taught in public schools shall be the following:

(a) *Music*.—Pupils will be required to learn the national airs by ear. Kindergarten motion songs will also be taught in lower grades. Where the teacher is competent to do so, or a supervisor of music is provided, note singing may be taught.

(b) *Drawing*.—Where the teacher is competent to do so, or a supervisor of drawing is provided, drawing may be taught. Clay modeling and stick laying may be associated with drawing, wherever practicable, to develop the pupil's sense of form.

(c) *Manual training*.—Where facilities are provided, and the teachers' time allows, plain needle work, sewing, and cutting may be taught girls, or sloyd work may be taught pupils of both sexes. Oral lessons in agriculture will be taught as heretofore.

(d) *Writing and spelling*.—Ordinarily writing and spelling will be associated with the major subjects, reading and language work, in the two languages; but where the teacher has not more than three grades, or the time is not otherwise occupied by the major subjects, these subjects may be taught at separate periods.

(e) *Hygiene*.—This subject is required and must be taught orally in all schools or from charts. In graded schools where teachers have not more than three grades a text book may be used.

(f) *Morals*.—Morals as distinct from secular or religious teaching may be taught orally in schools.

(6) The bureau of education, with the authority of the secretary of the interior, shall publish a teachers' manual for public schools of different grades, specifying in detail the subjects and the amount of each particular subject to be taught in the different years, and the methods, books, and programmes to be used in teaching the same; and said manual, when authorized as above provided and published, shall have the same legal force as the other provisions of this act.

V.

An order determining the legal qualifications of teachers in the public schools, the secondary schools, and the University of Puerto Rico.

On and after the beginning of the fall term of 1899, teachers in the public institutions of Puerto Rico must possess the following qualifications and the corresponding diplomas, issued by the bureau of education:

(1) Every professor, instructor, or teacher of any grade teaching in the University of Puerto Rico or any allied professional school except the School of Commerce, who receives a salary from the public funds, must possess [a] a degree from a college or gymnasium of America or Europe or a diploma equivalent to such a degree, showing that he has completed satisfactorily a course of at least three years in subjects higher than the secondary school studies; and [b] a degree as doctor or an equivalent degree from a university of America or Europe of standing, showing that he has completed a course of at least two years in the special subject in which he will give instruction.

(2) Every professor, instructor, or teacher of any grade in any secondary school of Puerto Rico [normal school or high school] except critic teachers and teachers of drawing, sloyd, manual training, or music, must possess the qualifications stated in clause [a] of the first paragraph of this act. Critic teachers in normal schools must be graduates of normal schools where model-school work is done in connection with professional training, or graduates of pedagogical courses in a college or university of repute with experience in model-school work.

(3) English supervisors must be graduates of a university, college, or normal school,

or a secondary school preparing for the best American universities; and English must be their mother tongue.

(4) Principals of graded schools must be college or normal-school graduates.

(5) Graded school-teachers must be graduates of normal schools, or graduates of secondary schools preparing for the best American universities with at least one year's experience as a teacher.

(6) Rural school-teachers must possess certificates granted by the bureau of education upon examination, in accordance with the regulations provided for by this act.

(7) Any teacher possessing qualification for teaching in schools of a higher grade may teach in a school of a lower grade.

(8) Certificates to teach shall be granted to candidates possessing the qualifications above provided, by the bureau of education, in accordance with the conditions herein established. Such certificates shall be valid for five years and may be reindorsed by the director of public instruction at the end of any five-year period for a term of equal length if the holder can produce satisfactory evidence that he has been engaged in school work, or has attended an institution of learning as a student, since the previous indorsement of his certificate.

(9) All teachers not at present holding positions in Puerto Rico schools who shall hereafter be granted certificates to teach in any public institution of Puerto Rico shall present evidence of sufficient knowledge of Spanish and English to be able to teach in either of those languages.

(10) It shall be illegal for any public official to pay money from the public funds for service as a teacher to any person not holding the certificates required by this act, and any public official so doing shall be personally liable for the money so paid.

(11) On or before May 31, 1899, the bureau of education shall publish a plan for granting diplomas, conforming with the graduation established by this act, to teachers now employed in the public schools of Puerto Rico who hold legal titles under the Spanish law, and to English supervisors now holding appointments. The same bureau shall also provide for examinations for certificates under section six of this act, and regulations for conducting the same; and all such provisions shall become valid portions of this act when duly announced by the Secretary of the Interior.

VI.

An order determining salaries and payment of teachers.

(1) English supervisors and graded school principals holding principals' diplomas shall receive seventy-five dollars (\$75) per month for each month of actual service.

(2) Graded school-teachers teaching in schools of four grades and upward in towns of more than five thousand inhabitants shall receive fifty dollars (\$50) per month for each month of actual service.

(3) Graded school-teachers teaching in schools of two grades and upward in towns of five thousand inhabitants or less shall receive forty dollars (\$40) per month for each month of actual service.

(4) Teachers in country schools (rural and auxiliary schools) shall receive thirty dollars (\$30) per month for each month of actual service.

(5) Salaries shall be payable at the close of each school month.

(6) The discount for the teachers' pension fund shall be deducted from salaries before payment.

This order will go into effect July 1, 1899.

VII.

An order providing free text-books for public schools.

(1) All books and supplies owned by the municipalities and at present in use in the public schools shall be collected by the municipal school board of each municipality before July 1, 1899, and stored in the alcadia or some other equally suitable place at the disposal of the bureau of education.

(2) The bureau of education shall purchase under bid, and, loan to public-school pupils, the text-books necessary for school use, in accordance with rules and regulations authorized by the secretary of the interior upon the recommendation of the director of public instruction.

The second part of this order will go into effect July 1, 1899.

VIII.

An order defining the relation of municipalities to public schools.

(1) Municipalities must provide rooms for public-school purposes, and shall be required to provide separate residences for teachers. Wherever possible, municipali-

ties shall provide public-school buildings, constructed and furnished according to plans authorized by the secretary of the interior, suitable for graded schools. Where municipalities provide such buildings additional teachers sufficient for six grades will be furnished as needed.

(2) Municipalities must provide all supplies for schools excepting text-books, maps, and flags, so far as is necessary for the proper conduct of the school. But the bureau of education may provide such supplies and must provide them for municipal authorities at cost.

(3) The authority at present exercised by municipal school boards shall not be limited or abridged in any way, except so far as specifically stated in this and the accompanying orders. Municipalities may provide additional schools, or provide for the opening of schools during vacations, or in any other way increase their educational facilities from their public funds.

This order will go into effect July 1, 1899.

IX.

An order granting additional powers to municipal school boards in the appointment of teachers

On and after July 1, 1899, teachers in public schools may be appointed by municipal school boards, in accordance with the following provisions:

(1) Municipal school boards may advertise vacancies in the schools under their jurisdiction in the Official Gazette at least ten days before electing teachers, with notification of the date and place of meeting.

(2) At the legal meeting so set, two-thirds of the board being present, the members present may by a majority vote elect legally qualified teachers for the following school term or school year. But if the teacher elected is a relative within the third degree of any member of the school board, a three-fourths vote of those present shall be necessary to elect.

(3) Immediately after the meeting the clerk of the board shall notify the director of public instruction, in writing, of the name of the teacher elected, for his approval.

(4) When the director of public instruction has fully approved and attested to the legal qualifications of the teacher elected, the officers of the board shall sign a written contract, upon blanks furnished by the bureau of education for that purpose, as party of the first part, with the teacher as party of the second part, engaging him to teach for the following school term or school year, as provided at the meeting of the board. Such contract shall be in duplicate, one copy to be retained and filed by the clerk of the board, the other to be delivered to the teacher.

(5) When a teacher, on account of illness or for any other reason of equal moment, is prevented from attending to his duties, the clerk shall immediately notify the director of public instruction of that fact, and said director shall upon receipt of such notification appoint a legally qualified substitute to serve until the regular teacher can resume his duties or a successor is legally appointed by the municipal school board.

(6) The director of public instruction may annul any contract between a school board and a teacher for cause, and, if the board neglects to fill the vacancy, may appoint a teacher for the remainder of the term or until a teacher is legally appointed by the board. The municipal school board may suspend a teacher from his functions for flagrant immorality or neglect, or for violating the school law, pending action by the director of public instruction.

X.

An order establishing high schools in Puerto Rico.

(1) Wherever municipalities petition for such a school and provide not less than ten thousand dollars (\$10,000) for the erection and furnishing of a building and a site for the same, high schools with graded schools attached will be provided by the insular government, with courses preparing for any American college or university, with a course in manual training, and with a course for teachers.

(2) The building shall be planned, erected, and furnished, the course of studies determined, and the teachers appointed by the bureau of education, acting under the authority of the secretary of the interior.

(3) All teachers employed in such schools shall be normal school or university graduates, familiar with American school methods, and the principals shall be competent to teach the subjects required for admission to an American college or university of rank, and shall demonstrate this fact either by presenting a diploma from

such a college or university or by examination. But these requirements may be waived in case of specially qualified teachers in special subjects, such as sloyd and mechanical drawing. Wherever Puerto Ricans possessing the above qualifications, and qualifications equal to those of other candidates, appear, they shall be preferred in making appointments.

4. The insular appropriations for a high school with graded school attached is \$5,000 per annum.

XI.

An order establishing a normal school of Puerto Rico.

(1) Beginning with the fall term of 1899, or as soon thereafter as possible, a normal school of Puerto Rico will be opened.

(2) The school will be located in some town of the island, to be determined by the secretary of the interior upon the town's making a satisfactory offer for the school.

(3) The insular government will provide a building for the school and for a model school for practice, teaching to be connected with it.

(4) The normal school will provide, in addition to the professional courses for teachers, a course preparing students to enter the University of Puerto Rico or universities of highest standing in the United States.

(5) Teachers employed in the normal school shall be familiar with American school methods and competent to place their departments upon an equality with those of any similar school of the States. Where native teachers possessing these qualifications apply, they shall be preferred in making appointments.

(6) The appointment of teachers for the normal school, the regulations of courses of study and requirements for admission, and the executive administration of the school shall be under the direction of the bureau of education, acting with the authority of the secretary of the interior.

(7) Tuition shall be free in the normal school for residents of Puerto Rico who are citizens of the United States.

XII.

An order authorizing the organization of professional schools of the University of Puerto Rico.

(1) The bureau of education, acting under the authority of the secretary of the interior, is authorized to organize a school of pharmacy, a school of commerce, and such other professional schools as may be needed in this island and for which properly qualified students may apply to be admitted, to be opened with the fall term of 1899, or so soon thereafter as possible.

(2) The schools of the university shall be located at San Juan.

(3) Tuition shall be charged in professional schools.

XIII.

An order governing finances and accounts of the bureau of education.

(1) All financial accounts of the bureau of education, including those for teachers' salaries and for text-books and school supplies, shall be kept in English, and in American money.

(2) One-twelfth of the entire amount of the educational budget for the year shall be deposited with the government's bankers or financial agents by the proper officials, to the credit of the director of public instruction, on or before the 20th day of each month, and all payments from said budget shall be made upon order of the director of public instruction.

(3) Within three days of the 1st of each month the director of public instruction shall render a detailed account of all moneys received and paid by him during the past month, and of all balances on hand or indebtedness at the beginning and close of said month, in duplicate, to the secretary of the interior and to the secretary of finance; and his report to the secretary of the interior shall be accompanied by receipts or vouchers for all payments.

(4) The secretary of the interior shall issue vouchers for the payment of all salaries from the educational budget, except those of teachers in the common schools, at the close of each month of service, and the secretary of each municipal school board shall issue similar vouchers for the salaries of the teachers of his municipality at the close of each school month, and such vouchers, when presented by their lawful holders, shall be legal orders upon the director of public instruction for their face value.

This order shall take effect May 1, 1899. The clause with reference to common-school teachers, in section 4 of this order, shall take effect July 1, 1899.

APPENDIX G.

REPORT OF MAJ. A. C. SHARPE, ACTING JUDGE-ADVOCATE OF THE DEPARTMENT OF PUERTO RICO, PERTAINING TO THE ADMINISTRATION OF CIVIL AFFAIRS FOR THE PERIOD ENDED SEPTEMBER 30, 1899.

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
OFFICE OF THE JUDGE-ADVOCATE,
San Juan, P. R., September 30, 1899.

ADJUTANT-GENERAL,
Department of Puerto Rico.

SIR: In compliance with communication from your office dated August 21, 1899, I have the honor to submit the following report of the business of this office (pertaining to the administration of civil affairs in this department) from the period from January 16, 1899 (date of my arrival for duty at these headquarters), and ending this date.

In this connection I desire to state that although some reference is made in this report to the hostile attitude assumed by the local authorities (especially the department of justice), and to the almost continuous opposition encountered where efforts were being made to amend or replace the existing laws and systems of administration by methods and rules more in accordance with American principles and the changed conditions, I am of the opinion that this hostility and opposition was not due to animosities toward the new government and its representatives, but rather to a natural aversion to all innovation and the inability to properly understand the meaning, intent, and principles of the changes contemplated.

The differences of language, laws, customs, etc., were also strong factors in giving rise to the objections urged by the parties through whom the administration endeavored to introduce the much needed reforms.

PRISONS, PRISONERS, AND CRIMINAL PROCEEDINGS.

The inadequate system of prison administration and the miserable conditions to which the inmates of these institutions were subjected having become a matter of urgent consideration, I was charged by the commanding general to examine into the merits of a large number of complaints regarding the mismanagement of prisons, ill treatment to which prisoners were subjected, and the improper performance of duty on the part of jail officials and employees.

Investigation soon satisfied me that immediate measures for the suppression of existing evils were an absolute necessity, and I therefore recommended to the commanding general the appointment of a jail inspector for the special work of investigation and reporting upon conditions and recommending the necessary action. An inspector was accordingly named, and his investigations soon revealed a most deplorable state of affairs.

The unsettled state of the country, resulting from the war, and the slow and dilatory methods of procedure in the local tribunals, made it evident that the majority of cases on the dockets would not be reached for many months to come. The jails were crowded with prisoners of both sexes and of all ages and classes, the majority of whom had been held for many months, many of them for years, on petty or trifling charges, or no charges at all; and even where a clear case existed and the prisoner confessed his guilt and begged for a trial no apparent effort was made to dispose of it. More than 3,000 prisoners were thus held, over 70 per cent of whom had never had a judicial hearing.

From the inspector's reports lists were prepared of prisoners who were held for minor offenses and who had already been sufficiently punished, and submitted to the commanding general with recommendation that they be at once set at liberty.

These lists having been transmitted to the department of justice for necessary action and report, the secretary replied, protesting against the interference of this office in a matter that pertained exclusively to his department, and declaring that the courts were fully able to dispose of their dockets; that the reports of the inspector were either false or exaggerated, and declaring "that in the prisons of Puerto Rico there was no prisoner who should not be there."

Regardless of these assertions, the secretary ordered a wholesale jail delivery, and several hundreds of prisoners, many of them charged with grave crimes, were liberated with not even so much as a hearing having been had in the cases against them. The dismissal of the jail inspector was also demanded, in order to shut off further investigation and exposure.

In order, however, that the needed reforms might be effected through the proper channels, i. e., the courts of justice, and with a view of placing in the hands of these

courts (in place of the prevailing slow and ineffective methods) a system of procedure which would enable them to mete out justice in a more expeditious manner, I addressed a letter to the commanding general under date of March 18, 1899, in which, among others, I made the following recommendations:

1. That trials in secret be abolished and all criminal trials conducted in public.
2. That the daily hours of court be of reasonable and sufficient duration.
3. That all cases of petty larceny and other minor offenses be disposed of before a police court, instead of by the slow process of a criminal court requiring several magistrates and other functionaries.
4. That all cases be brought to trial within three days after arrest.
5. That in case of conviction sentences begin to run from the date of arrest.
6. That judgment be not taken under advisement but rendered instanter.
7. That in case of acquittal the prisoner be released at once.
8. That effective methods be devised to secure attendance of witnesses.
9. That provisions be made to punish witnesses for contempt of court.
10. That court officers be held responsible for the proper performance of their duties and enforcement of court rules.
11. That police or similar courts be appointed.
12. That all witnesses be made to give their evidence under oath.
13. That penalties be provided for perjury.
14. That all judicial and court officers be required to give bond for the proper performance of their duties.
15. That provisions be made to punish bribery and other corrupt practices in the courts.

16. That no prisoner be released without a hearing and verdict.

Even these simple rules were met with the strongest protests and objections on the part of the authorities concerned, being considered by them a reflection on the efficiency of the courts, and inapplicable here for many alleged reasons. The department of justice having succeeded in its protests before the department commander (General Henry), this measure of reform as suggested was allowed to drop.

Investigations continued, however, and revealed in every jail the same unhappy conditions.

About this time the present department commander arrived, and I seized an early opportunity to bring this matter to his notice, and after mature consideration it was determined to bring the administration of prisons into the hands of a special bureau, and a board of prison control and pardons was accordingly established by the following order:

General Orders, }
No. 77. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, P. R., June 12, 1899.

I. On and after June 15, 1899, the jails of this island will be under the management of a board of prison control.

II. This board will be composed of five members, as follows:

Hon. José Severo Quiñones, president of the supreme court.

Maj. A. C. Sharpe, inspector-general, U. S. V., acting judge-advocate.

Maj. L. P. Davidson, U. S. V., commanding Puerto Rican Battalion.

Hon. Rafael Romeu y Aguayo, fiscal of the supreme court.

Hon. Manuel F. Rossy, lawyer.

III. Three members will constitute a quorum. The first member named herein will preside. In his absence the board will choose a temporary chairman.

IV. The board will meet at San Juan on the first Monday in each month and at such other times as it may desire.

V. The board will also act as a board of pardons, to whom all applications for pardon, remission or mitigation of punishment of prisoners will be submitted, and its recommendations transmitted to the commanding general for his action.

VI. The board will meet as soon as practicable to prepare and submit to the commanding general regulations covering the administration of prisons, the supply of food, clothing, and medical attendance of prisoners, as well as for the maintenance, repair, and construction of jail buildings.

VII. The inspector of jails will act as secretary and interpreter for the board.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General.*

- [Amendment.]

General Orders, }
No. 100. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, P. R., July 15, 1899.

First Lieut. James J. Hornbrook, Fifth United States Cavalry, is appointed secretary and treasurer of the board of prison control, established by General Orders, No.

77, current series, these headquarters, and so much of Paragraph VII of that order as relates to the secretary of the board is revoked. Lieutenant Hornbrook will report to the president of the board.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General.*

The results derived from the creation of this board are most satisfactory. The expenditures for the administration of prisons have been greatly reduced, the status of the prisoners immensely improved, unnecessary officials and employees discharged, and the systems of reports and returns introduced by the board has enabled it to handle this important branch of the administration with ease and with justice to all concerned.

The board has also established shops in the penitentiary for instruction of the convicts in shoemaking, tailoring, carpentering, and other useful trades.

Many prisoners held without charges or for light offenses have been liberated, the courts have been stimulated to clear their dockets, and the number of prisoners which six months ago was over 3,000, crowding the jails to suffocation, is at the present date reduced below 900. The number of jails has also been reduced from eleven to five, effecting a corresponding saving in salaries and other expenses; two companies of the Puerto Rico Battalion furnish guards for the penitentiary and for the important jails of San Juan and Mayaguez, replacing the civil guards and effecting an additional large saving in the item of salaries. The governor-general has also approved the application of the board for the detail of a company of the Puerto Rico Battalion at the Ponce jail. In some places where rent was being paid for the use of private or city buildings as jails the board has arranged, with the approval of the governor-general, to move into government buildings which could be fitted up at small expense, thus saving the expense of heavy rents. The sanitary condition of the jails, which was indescribably filthy and horrible, has also received the careful attention of the board.

Inefficient jailers have been replaced by better men, a system of jail regulations has been adopted (copy hereto appended marked A), and great progress made along the lines toward placing the penitentiary and jail system of the island on a sanitary, decent, and humane basis.

Many of the prisoners now serving sentence not having been sentenced to hard labor, and a conflict of opinion having arisen among the Puerto Rican members of the judicial board as to the authority of the courts under the existing penal code to include hard labor in certain cases, the following order was prepared by the judge-advocate and submitted to the commanding general for his approval.

General Orders, }
No. —. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, P. R., September —, 1899.

I. In all cases wherein, under the penal code now in force, the tribunals of justice may impose imprisonment as a punishment for crime, said tribunals are hereby authorized to add the imposition of hard labor to such punishment during the term of imprisonment, whenever in their judgment the imposition of such labor may be advisable.

II. The court shall include in its sentence the designation of the jail wherein prisoners sentenced to less than six months shall serve their terms of imprisonment, but the place of confinement of such prisoners may be changed by the board of prison control, where the jail is crowded or for other good cause.

III. All persons hereafter sentenced by the United States provisional or insular courts to imprisonment for a longer term than six months as a punishment for crime shall be imprisoned within the penitentiary at San Juan, and shall be subject during such imprisonment to all the rules and regulations of said penitentiary.

IV. Laws, orders, or decrees, or parts thereof, inconsistent with the provisions of this order are hereby repealed.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General.*

HABEAS CORPUS.

In connection with prison matters the question of the introduction of the writ of habeas corpus was also considered.

The large number of prisoners held in the various jails of the island who claimed to be unlawfully deprived of their liberty suggested the idea, and I was directed by the department commander (General Henry) to prepare a plan for its introduction.

It being evident that the local courts, on account of their unfamiliarity with its

principles and purposes, would be unable to properly introduce the writ, I submitted the following:

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
OFFICE OF THE JUDGE ADVOCATE,
San Juan, P. R., April 11, 1899.

DEPARTMENT COMMANDER.

SIR: In compliance with indorsements from your office of March 27 and 29 ultimo, on the subject of habeas corpus, I have the honor to submit the following:

Article I, section 9, paragraph 2, of the Constitution of the United States, reads as follows:

"The privilege of the writ of habeas corpus shall not be suspended, unless when in cases of rebellion or invasion the public safety may require it."

This constitutional right, which has been known in England for several centuries, and is one of the fundamental principles of our own Government, is unknown to Spanish law. As there are several hundred persons in confinement in the jails of this island, very many of whom are held for trifling offenses, and as this state of affairs is liable to indefinitely continue under existing conditions, I have the honor to recommend the adoption and publication of the following:

1. The president of a military commission or general court-martial, or any post commander, shall have power to issue writs of habeas corpus for the purpose of inquiring into the cause of restraint of liberty.

2. Application for the writ of habeas corpus shall be made to such president or commander by complaint in writing, setting forth the fact of detention of the party detained, in whose custody he is detained, where and by virtue of what charge or authority, if known. The complaint shall be signed by the prisoner for whose release it is intended.

3. The president or commander to whom such application is made shall forthwith award a writ of habeas corpus, which writ shall be directed to the person in whose custody the party is detained, and served at once by an officer or noncommissioned officer who shall be detailed for the purpose by the post or camp commander nearest the place of detention.

4. Any person to whom such writ is directed shall make due return thereof within three days thereafter, unless the party detained is beyond the distance of 20 miles, and if beyond that distance, within ten days.

5. The person to whom the writ is directed shall certify to the president or commander before whom it is returnable the true cause of detention of such party.

6. The person making the return shall bring the body of the party before the president or commander who granted the writ.

7. When the writ is returned a day shall be set for hearing the case, not exceeding three days thereafter, unless the party petitioning requests a longer time.

8. The petition of the party in prison may deny the facts set forth in the return, or may allege any other facts that may be material in the case; said denials or allegations shall be under oath, which shall be administered by a judge-advocate of a military commission or general court-martial.

9. The president or commander shall proceed in a summary way to determine the facts in the case by hearing the testimony and the arguments.

10. In all cases of misdemeanor or petty larceny where, in the opinion of the president or commander, the accused party has been sufficiently punished, or where there is no reasonable ground to believe the prisoner guilty, he shall be released. In all other cases the prisoner shall be admitted to bail, the amount of which shall be fixed by the president or commander.

11. The president or commander shall in each case certify his action to the person having custody of the prisoner, who shall comply with said order, and it shall be his authority and protection therefor, and shall be so recognized by the courts; and in cases of bail shall certify the amount fixed by him to the court having jurisdiction of the case. Upon receipt of such certification the prisoner shall forthwith be released, upon furnishing the bail so fixed by the president or commander.

12. Petitions to obtain reduction of bail on habeas corpus should be framed with a view to that relief, and complaint that the amount required is excessive. Where no such complaint is made in the petition and no testimony is adduced, the president or commander will not make any inquiry as to whether the bail is excessive or not.

13. A prisoner will not be discharged from custody for mere irregularities or illegalities if in the opinion of the president or commander before whom he appears there are sufficient reasons to create a reasonable belief of his guilt.

It appears by recent communications received at this office that excessive bail is demanded in some cases. It is a well-established principle under our law that "a prisoner committed for failure to procure bail which appears excessive possesses the

right to be brought before a court on habeas corpus, and to have the sum reduced if, under all the circumstances, it is thought too large."

I have prepared in both English and Spanish and inclose herewith copies of forms of writs which may facilitate the introduction of the American system in this matter.

Very respectfully,

A. C. SHARPE,
Major and Inspector-General, U. S. V., Acting Judge-Advocate.

This was referred to the department of justice for consideration, and after considerable delay returned with many objections, chiefly that such authority belonged exclusively to the courts and should not be intrusted to military men. Although it was plainly evident that little or no result could be achieved through the channels indicated by the secretary of justice, for reasons already stated, it was finally determined, in order not to abandon all hope of establishing the writ, and to pave the way more effectually for its use by the United States provisional court, the creation of which was then in contemplation, to issue an order investing the local courts with the power to issue it. This was done by the following general orders, which were first submitted to the secretary of justice and at his request issued upon his recommendation:

General Orders, }
No. 71. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, P. R., May 31, 1899.

Upon the recommendation of the secretary of justice the following is promulgated:

I. Any justice of the supreme court of Puerto Rico, or of any audiencia, or any judge of instruction, shall issue the writ of habeas corpus on the petition of any person who is restrained of his liberty within their respective judicial districts. But when such writ so issuing from such court is served upon any person who holds a prisoner subject to United States authority, the body of the prisoner will not be produced, but respectful return will be made setting forth that the prisoner is held under color of the authority of the United States, and that therefore the court issuing the writ is without jurisdiction, and praying that the writ be therefore dismissed.

II. Upon ascertainment by such judge or court issuing the writ that such return is true in fact, the writ shall be dismissed.

III. The secretary of justice will see that this order is duly observed. Instructions, approved by the commanding general, and printed blank forms will be supplied upon application to the secretary of justice.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General.*

While the fears expressed regarding the carrying out of this constitutional right by the local courts have been realized in some cases, it can be safely stated that the innovation has borne good results, and especially so since the establishment of the provisional court.

PRACTICE OF LAW BY FOREIGN LAWYERS.

Under date of February 25, 1899, a number of Spanish lawyers, residents of Puerto Rico, petitioned the governor-general against a decision of the department of justice, denying to them the right to practice before the local courts unless they renounce their Spanish citizenship.

The matter having been referred to this office for opinion, it was returned with the following indorsement:

OFFICE OF THE JUDGE-ADVOCATE,
DEPARTMENT OF PUERTO RICO,
San Juan, P. R., March 4, 1899.

Respectfully returned, etc.

In the celebrated case of *Bradwell v. The State of Illinois* (16 Wall., 130) the Supreme Court of the United States held as follows:

"The right of admission to practice in the courts of a State in no sense depends on citizenship of the United States. It has not, as far as we know, ever been made in any State or in any case to depend on citizenship at all. Certainly many prominent and distinguished lawyers have been admitted to practice, both in the State and Federal courts, who were not citizens of the United States or of any State."

In view of this clear and pointed decision it appears that these gentlemen should not be debarred from practicing in the courts of this island, provided they furnish proper guaranties of capacity, fidelity to courts and clients and the administration of justice, and to the Constitution of the United States.

These guaranties are found in the required license and oath of admission.

A. C. SHARPE,
Major and Inspector-General, U. S. V., Acting Judge-Advocate.

These views having been opposed by the secretary of justice, the commanding general referred the whole matter to the War Department for further consideration. It was received back some weeks later, sustaining the above opinion.

The decision of the Washington authorities having been communicated to the department of justice, there appeared over the secretary's signature in the Official Gazette of Puerto Rico, under date of April 18, a judicial order granting foreign lawyers the privilege to practice for the period of one year (to enable them to close their pending business).

This limitation of time brought forth renewed protests from the Spanish lawyers. The matter was again referred to this office, and the following order was then prepared and submitted for the approval of the department commander and published:

General Orders, }
No. 69. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, P. R., May 24, 1899.

Authority having been granted by the War Department to Spanish lawyers, here resident, to practice their profession in this island, the limitation of one year imposed by paragraph 1 of judicial order of April 18, published in No. 95 of the Official Gazette, is hereby rescinded, and their right to practice law is guaranteed without limitation of time.

By command of Brigadier-General Davis.

W. P. HALL, *Adjutant-General.*

ABOLITION OF UNNECESSARY PUBLIC OFFICES.

The excessive number of public offices characteristic of the Spanish régime (a majority of which had been continued after the American occupation) being a great drain upon the insular treasury, I resolved to investigate the advisability of their reduction.

The policy of the Administration being to effect all changes through gradual and temperate means, in order that the public might not be aroused by sudden or apparently arbitrary innovations, conferences were held with the local authorities, and after a successful effort to demonstrate the uselessness of certain offices I made recommendations accordingly.

Among the number abolished was the antiquated post of court physician, an office unknown under our law, and which under the former régime was not maintained because of its necessity, but, like many others, was simply maintained as a reward for political services rendered.

The office of jail chaplain was in like manner discontinued. Under the former Government the only religious services held in the prisons of the island were those of the Roman Catholic faith, performed by the regularly appointed jail chaplains, and it was with a view to remove discrimination in favor of any particular church and to grant the many requests made by ministers of other denominations to be permitted to hold free services in the jails that the following order was prepared and submitted for the commanding general's approval:

General Orders, }
No. 72. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, P. R., June 2, 1899.

I. On and after July 1, 1899, the office of court physician (*medico forense*) shall cease to exist.

II. The duties heretofore pertaining to the office of the court physician shall be performed by the municipal physician (*medico titular*) of the district in which the case or subject for medical examination arises.

III. On and after June 10, 1899, the office of chaplain in the jails of this island shall cease to exist. Religious services may be conducted in the penitentiary or in any jail by a priest or minister of any religious society or denomination upon application to the warden twenty-four hours in advance of the proposed services. Sick prisoners will be permitted to receive visits from ministers or priests upon application to the warden.

By command of Brigadier-General Davis.

W. P. HALL.

GARNISHMENT OF SALARIES OF PUBLIC EMPLOYEES.

Under the protection of local laws it was the custom under the Spanish Government for business men to give credit, for a heavy discount, to the full amount of the salaries of public employees. As a result money was seldom paid into the hands of the wage-earners, but the amounts due them turned over to the creditors and the receipts for the sums thus paid delivered to the employees.

Several attempts to continue this practice under the present administration gave rise to numerous complaints on the part of disbursing officers, who appealed to the

commanding general for decision regarding the service of numerous writs of attachment made upon them.

A communication from the officer in charge of harbor works at San Juan relating to this matter having been referred to this office for recommendation was returned with the following indorsement, which was subsequently published in General Orders, No. 78, current series, Department of Puerto Rico, as the means of suppressing the inconvenience:

OFFICE OF THE JUDGE-ADVOCATE,
DEPARTMENT OF PUERTO RICO,
San Juan, P. R., May 31, 1899.

It appears that Lieutenant Jones is merely acting as the agent of the Government, and he is therefore not subject to garnishment. It is held by the weight of judicial authority that the embarrassment and delay in the administration of civil affairs likely to ensue from submission to such process is sufficient reason to hold the General Government and that of the several States exempt.

A. C. SHARPE,
Major and Inspector-General, U. S. V., Acting Judge-Advocate.

MARRIAGE AND DIVORCE.

Very early after entering upon my duties at these headquarters my attention was called through numerous petitions praying for dispensations from the exactions and limitations of the law to the subject of marriage and divorce.

I also discovered that a very large percentage of the poorer classes were living in concubinage, attributable, it was alleged, to the extravagant fees imposed for the performance of the marriage ceremony.

A conservative estimate would probably number 50 per cent of the population of Puerto Rico as of illegitimate birth.

In consideration of many requests that the questions of marriage and divorce be regulated in accordance with American ideas and methods, and with a view to discourage illicit cohabitation and to enable all persons so living to legalize such alliances and legitimize their offspring, the department commander (General Henry) charged the secretary of justice with the revision of the laws on these subjects and the preparation of an order that would meet the wants of the people.

An order was accordingly prepared by the secretary and referred by the department commander to this office for examination and report, but before it could be examined the order was published in the Official Gazette March 24, 1899, the morning after its reference to this office.

The provisions of this order as submitted and published being so at variance with the ends desired (practically a reprint of the former Spanish laws), I submitted to the commanding general a letter, from which the following extracts are taken, suggesting the adoption of such changes as would bring the order into harmony with the better system of some of the States of the American Union:

OFFICE OF THE JUDGE-ADVOCATE,
DEPARTMENT OF PUERTO RICO,
San Juan, P. R., March 24, 1899.

COMMANDING GENERAL, *Department of Puerto Rico.*

SIR: I observe in this morning's issue of the Official Gazette an order relating to marriage and divorce, and respectfully invite your attention to the following in connection therewith:

* * * * *

Paragraph 3 forbids priests, ministers, and others to marry whose religious faith prohibits wedlock. This is unconstitutional. The Federal and all State constitutions of the Union expressly "guard against the slightest approach toward the establishment of any inequality in the civil and political rights of citizens which shall have for its basis only their differences of religious belief." (Cooley's Constitutional Limitations, 571.)

Subheads 6, 7, 8, 9, 10, and 11, relating to consanguinity and convicts, are a reprint of the existing Levitical prescriptions of the Codigo Civil.

* * * * *

The penitentiary is supposed to reform men; they are taught trades, etc., and if pardoned out, or when released at the expiration of time, they are given a decent suit of clothes and encouraged to lead a decent and respectable life, a wife and children may help a man to reform and lead a respectable life.

Paragraph 6 leaves the determination of the age of the parties to the officiating clergyman or magistrate and provides no penalty for error.

Paragraph 7. Witnesses are required to give oath in the form prescribed by their religion. If they profess no religion, or their religion prescribes no form, this oath should be provided for. All legal oaths should be judicial—not prescribed by any religious faith.

It is not practicable for a witness to give testimony under oath that the contracting parties are not incapacitated. It is manifestly impossible for anyone, except a surgeon, to swear that a woman is or is not barren. It would be merely an opinion based on nothing.

Paragraph 9. Where signatures are necessary, illiterate persons should be required to make their mark, witnessed.

Paragraph 11. Whether a marriage is inscribed in the register or not, its effects, on satisfactory proof of marriage, should not be impeached. Heirs should not be absolutely estopped and lose their rights because their parents neglected to register their marriage, if such marriage can be established by satisfactory evidence.

Paragraph 12 (2). "Marriages contracted are to be authenticated in the manner prescribed" by preexisting law. A number of soldiers, one or more officers, and others have been recently married here by Chaplain Brown and others, and in one case by a magistrate or alcalde.

Such cases should be exempted and permitted to register as prescribed in paragraph 10.

Paragraph 15 fixes "the day following" as the wedding day. This is in contravention of the civil rights of the parties; they fix the day themselves by mutual agreement or understanding with the minister or magistrate.

Paragraph 17, subhead 2. "The secretary shall read aloud articles 56 and 57 of the civil code," etc. Article 57 of the civil code is as follows: "El marido debe proteger á la mujer, y esta obedecer al marido." Obedience or subjection to the will of the husband is a religious idea, and is imposed by the ceremonial of the Christian churches, both Protestant and Roman, but it is nowhere required or recognized by law. Marriage, in the eye of the law, is merely a civil contract into which both parties enter on an equal footing.

So far as the obligations of support, comfort, and forbearance with each other are concerned, they are mutual. Obedience, required by law, puts into the hands of the husband the right to enforce it. This discourages marriage and is a direct cause for concubinage. But, aside from public policy, it is a religious tenet, pure and simple, and can not be enforced by law, as it violates the constitutional protection guaranteed to women in their civil rights. Reference in this order to article 57 indicates that it is still in force. Being contrary to American law, it was abolished by General Orders, No. 1, series 1898.

Paragraph 18. "In purely civil marriages," etc. This is unconstitutional, discriminating for or against contracts made according to a religious belief or faith. The religious aspect of a contract can not be recognized by law under our Constitution. If a court can grant an absolute divorce in one case, it can do so in all cases, the causes being sufficient.

Paragraph 19 (1). "Adultery of the woman; (2) adultery of the man with public scandal," etc. This is a discrimination against the civil rights of the woman because of her sex. Adultery, without qualifying words, is cause for divorce, whether committed by the man or the woman. 3. (Cruelty to the woman when this is physical.) Cruelty of any kind is cause for divorce. * * *

This whole paragraph, and indeed this whole order, is almost a literal copy of the old Spanish law.

* * * * *

All local laws in conflict with our Constitution cease to exist the moment United States sovereignty is exercised over the newly acquired territory. If the Executive has authority (as a conquering nation and in the absence or recess of the Legislature) to establish laws for the new possessions until Congress can act—and I am clearly of the opinion that it has—then it would seem safe to follow some of the simple and humane codes of our enlightened States of the Union, with slight changes of phraseology to adapt them to the circumstances, rather than to perpetuate a system so entirely out of harmony with Western civilization.

* * * * *

Very respectfully,

A. C. SHARPE,

Major and Inspector-General, U. S. V., Acting Judge-Advocate.

No action was taken in this matter, the secretary of justice declaring that his order was entirely satisfactory to the people and hailed with delight throughout the island.

Complaints and petitions continued to pour in, however, and the secretary finally

undertook to prepare a revised order. This, with some slight changes, was practically a reprint of the former, and it having been deemed advisable to investigate the matter more fully, in order that a code more suitable to the existing conditions might be provided, it was not published.

Much time has been devoted to the study of the numerous points involved, and after many interviews and consultations with persons best able to give advice and assistance on this important question, an order setting forth the principles which govern the institution of marriage and adapting the statutes on this subject which prevail in the United States to conditions here existing was prepared and submitted to the commanding general on September 15 instant for his approval.

A copy of this order has also been transmitted to the judicial board for its consideration, and also to Washington for the approval of the honorable Secretary of War.

I strongly recommend its adoption, either as proposed or with such modifications as may be found necessary, at as early a date as practicable.

(Copy of this proposed order is hereto attached and marked "Appendix C.")

UNITED STATES PROVISIONAL COURT.

Early in the month of February advices from Washington began to point to a conclusion of formalities in the treaty of peace with Spain, and an official proclamation of peace. As some of the districts of the island were yet in an unsettled condition, acts of violence being still committed by armed bands, and as a considerable number of cases were pending before the military commissions, I addressed the following letter on the 16th of February to the adjutant-general of the department, recommending that authority be obtained to proclaim martial law in those districts which were still turbulent and lawless:

"OFFICE OF THE JUDGE-ADVOCATE,
"DEPARTMENT OF PUERTO RICO,
"San Juan, February 16, 1899.

"ADJUTANT-GENERAL, *Department of Puerto Rico*:

"In view of the ratification of the treaty of peace between the United States and Spain, I have the honor to invite your attention to the fact that there are now pending before military commissions in this department a large number of cases under charge of murder, arson, robbery, larceny, and other grave crimes. These offenses were committed (and are still being committed) by banditti in various parts of the island. There are three military commissions now engaged in trying cases of this character, which are being disposed of as rapidly as possible. There must, however, remain a considerable number after the proclamation of peace, and as cases may continue to arise in future where resort to military tribunals may be necessary, I have the honor to recommend, in the absence of legislation by Congress, that application be made to the President to proclaim martial law in this department wherever deemed necessary.

"The jurisdiction of military commissions convened (as ours now are) under the law of war can be exercised only up to the date of the termination of the war status. Cases remaining pending and incomplete at such date must be abandoned. (See Digest Judge-Advocate-General's Opinions, 507.)

"Very respectfully," etc.

This matter, having been approved by the commanding general, was forwarded to the War Department for necessary action.

On April 12, two days before the President's proclamation of peace, a cablegram was sent to the Judge-Advocate-General asking for instructions, no reply having been received to the above recommendation.

A communication in reply to this and the former inquiry was sent the following day by the Judge-Advocate-General to the honorable Secretary of War, reviewing the legal aspects of the case at some length.

The Judge-Advocate General declared that "the question of the legality of the proclamation of martial law and the appointment of military commissions in Puerto Rico after the declaration of peace is one of great importance. The present condition there is one of hostile occupation or military government, as it has been called (opinion of Chief Justice Chase in Milligan case, 4 Wall., 142), and there is no question as to the authority for the appointment of military commissions in that island at the present time. But with the declaration of peace a different condition will arise. Puerto Rico will then become part of the territory of the United States, although not territory for which Congress has provided a government. It is now territory in the hands of the President by virtue of hostile occupation, and which Congress has left in his hands until it shall see fit to legislate on the subject. What, then, will be the

President's powers? He can not withdraw the Federal authority from the island. He must still retain control. And, exercising such control, he must maintain some system of government until Congress shall act in the matter. (*Cross v. Harrison*, 16 H., 164.) But he will not after the declaration of peace have the same powers as now. The rule of hostile occupation can then no longer be enforced. The treaty of peace assumed that ordinary criminal courts will continue to exist, but if these can not be relied upon for the suppression of the crimes named it would seem that the President would have the power to appoint a provisional court with competent jurisdiction."

The Judge-Advocate-General also referred to the establishment, by Executive authority, of provisional courts in Louisiana during and after the close of the civil war, and suggested "that a court of this kind would probably be effective in case the ordinary criminal courts should not be." He also referred to the reconstruction acts of Congress authorizing district commanders to organize military commissions or tribunals, and concluded by advising that unless absolutely necessary it would seem much more desirable to resort to the provisional court than to maintain military trials for other than military purposes. These views, having received the approval of the President, were transmitted by the Secretary of War to these headquarters under date of April 14 and reached this office on the 25th of the same month. I immediately began the preparation of an order for the institution of a United States provisional court and submitted it three days later to the commanding general, with a letter of transmittal, from which the following extracts are submitted in explanation of the conditions then existing:

OFFICE OF THE JUDGE-ADVOCATE,
DEPARTMENT OF PUERTO RICO,
San Juan, April 28, 1899.

ADJUTANT-GENERAL, *Department of Puerto Rico.*

SIR: In compliance with the second indorsement of 25th instant from your office, transmitting communication from the Judge-Advocate-General of the Army, I have the honor to submit the following:

The President having approved the recommendations of the Judge-Advocate-General, it follows that trials by military commissions in this island are now authorized, but unless such action is absolutely necessary, it is recommended as "being much more desirable to resort to some other measure, such as the provisional courts," which were instituted during and immediately after the rebellion. The conditions existing in the Southern States in 1865-66 were widely different from those now prevailing in Puerto Rico. The laws, usages, customs, and language of the conquerors were the same as those of the subjugated country, and the provisional courts were readily instituted, as there were numerous lawyers in both the volunteer army and civil life who were well versed in the practice and procedure of American courts. But in this island there are few, if any, American lawyers available for such purpose, and to appoint Puerto Rican lawyers to such places would merely be to multiply offices and perpetuate the un-American system of jurisprudence now and heretofore prevailing.

The class of cases which would fall within the jurisdiction of a provisional court are those which heretofore have been brought before military commissions, such as crimes committed by a civilian, either native or citizen of the United States, or of a foreign country against the United States, as, for instance, robbery or obstructing the mails, or by a citizen of the United States or of a foreign country against another citizen of the States or resident of a foreign state, etc.; also the considerable number of crimes committed during the war and as late as February last by natives against Spaniards, and by natives against officers and soldiers of the Army and Navy, etc.

* * * * *

If this plan meets with the approval of the department commander, I would further recommend the institution of such provisional courts at San Juan, Mayaguez, and Ponce, and that they be given the authority to issue the writ of habeas corpus, according to the plan which I have submitted in a former communication.

I inclose herewith a brief outline of an order covering the essential points for the institution of such courts.

Very respectfully,

A. C. SHARPE,
Major and Inspector-General, U. S. V., Acting Judge-Advocate.

This project was considered by the department commander, General Henry, and the secretary of justice, until May 2, and then forwarded to the Secretary of War, disapproved.

Regarding the matter of most vital importance for the welfare of the island, I sought an opportunity to bring it to the attention of the new department commander, General Davis, as soon after his arrival here as practicable. He at once authorized

me to prepare the plan anew for his consideration. A short time later (June 12) the original papers were received back from Washington for the action of the commanding general.

After very mature consideration and amendments in several details to meet the objections of the local judiciary the United States provisional court was established by General Orders, No. 88, current series, these headquarters (hereto appended and marked Appendix B).

Under the provisions of the above-cited order this court was installed on July 1 with appropriate ceremonies, the Governor-General and staff, foreign consuls, supreme court, civil cabinet, and other officials being in attendance.

The influence of this court is destined to be a potent agency in Americanizing the island, and is certainly one of the best measures instituted since the Spanish evacuation.

Sessions have already been held in San Juan, Mayaguez, and Ponce, and a large number of cases disposed of.

Paragraph IX of the order instituting this court provides that cases arising under Article XI of the treaty of Paris shall be determined as provided in said treaty.

The first case of this nature which arose here was one of "counterfeiting Puerto Rican coin," and information against some of the offenders (natives of the Spanish Peninsula) was filed in both the provisional and local district courts, resulting in a conflict of jurisdiction. The district court adjourned in a body and appeared before the commanding general, protesting against the interference of the Federal court.

After due consideration of the question involved the department commander decided to refer the matter to the War Department for official interpretation of Article XI of the treaty and determination of the status of native Spaniards (Peninsulares) thereunder. Both courts were accordingly requested to suspend proceedings in the case pending a reply. The papers were forwarded to Washington on the 16th instant. No decision has yet been received.

REFORMS IN ADMINISTRATION OF CIVIL AFFAIRS.

The reforms inaugurated during the first nine months of American sovereignty soon began to bear fruit, and as the people became aware that the Administration was making every effort toward the betterment of their oppressed conditions, numerous appeals asking for further improvements began to pour in to these headquarters.

Many persons, representatives of the professional and commercial interests of the island as well as private citizens, addressed petitions to the Governor General, in which they requested action regarding the reorganization of the judiciary administrative departments, revision of the oppressive taxation system, facilities for public education, marriage and divorce laws, municipal elections, and many questions of like importance for the better administration of civil affairs in the island. The judge-advocate was charged with the consideration of these subjects and the suggestion of a plan by which the reforms desired might be begun.

In view of the grave and important nature of these questions, it was thought advisable to solicit the opinion and advice of persons who, on account of their experience, knowledge of the customs of the country, and ideas of the people, as well as their acquaintance with existing laws, might be able to lend valuable assistance to that end.

Accordingly the judge-advocate proposed that these questions be submitted to a commission composed of an equal number of representatives of the two political parties (Republican and Liberal) and a like number of persons independent of party affiliations.

This plan having been approved by the commanding general, after a week or more of conference with the executive committees of the political parties, it became evident that it was not feasible, the parties being unable to agree on the question of representation on the commission, one claiming greater partisan strength than the other and demanding majority representation.

As this could not be entertained, it was finally determined to organize three committees of five members each, one committee from each of the political parties and the third from independents or persons not affiliated with either party.

After some delay incident to selecting proper personnel, these committees were organized.

The following lists of questions were then prepared and submitted to the commanding general for the consideration of the committees:

ADMINISTRATION.

1. Origin of the present system of secretaries.
2. In what respects is the present system identical with the old Spanish system?
3. What changes were made under autonomy?

4. Is it desirable to retain the present system and modify it so as to meet existing conditions, or should it be wholly abolished and a new system substituted?

5. If it is desirable and practicable to retain the present system, in what respect should it be modified? If this is thought desirable please submit a plan complete.

6. If the present system of secretaries is retained, should the authority of the secretaries be more fully defined and fixed within certain limits? At present it appears that secretaries exercise powers that are unknown to Cabinet officers in the United States. It seems that the decrees of courts are suspended by the orders of some of the secretaries. Judges appear to depend upon and be subordinate to the secretary of justice; salaries of the highest judges are less than those of the secretaries, etc., all of which seems to indicate that the secretaries hold rank and exercise powers which are not accorded to the State secretaries in the various States of the Union. If the present system of secretaries should be retained please indicate clearly what their authority and functions should be.

7. If the present system of administration by secretaries should be retained, it has been suggested that officers of the Army should be placed in charge of them, with such native assistants and clerks as may be necessary. Your opinion as to the desirability of this change is invited.

8. If the present system is continued, what reductions, if any, in the number should be made? Would it be desirable to consolidate two or more departments? Can the clerical force be reduced to advantage? What reduction in salaries would be equitable and just.

9. If it is desirable to introduce a new system of administration, would it be wise to adopt the system now prevailing in all the States and Territories of the Union, having four departments, the heads of which are known as secretary of state, treasurer, auditor, and attorney-general? A treasurer and auditor having been appointed by the authority of the President, would it be desirable to retain the secretary of the treasury in addition to the attorney-general and secretary of state?

The duties and functions of the secretaries and attorney-generals in the States of the Union are generally as follows:

(Here followed a brief outline of the duties of Cabinet officers.)

10. The judiciary in the United States and in the several States of the Union is absolutely independent of all Executive interference or control. Judges are subject only to impeachment for grave breaches of duty. It is highly important that some modifications be devised in the existing system, or a new system established, which will elevate the judiciary to the high and independent plane which it occupies in the United States. Judges and courts must be absolutely removed from political, religious and personal influences. This can only be accomplished by making them independent of all Executive supervision and accountable to a higher court or to the commanding general for misconduct in office, after due proof of the same. The committees are therefore requested to direct their efforts toward this desirable end, in connection with the subject of revision of the judicial system.

TAXATION.

1. The present system of taxation will demand a share of attention, to ascertain wherein, if possible, it may be simplified and better adapted for existing necessities.

2. A brief statement of the system under the Spanish Government may be of value—its advantages and disadvantages.

3. Wherein can the present system be improved?

4. Is the existing system of classification and appraisement of lands susceptible of improvement?

5. What are the advantages of farming out the collection of taxes?

6. Can taxes be collected as readily and cheaply and be less burdensome to the taxpayer by requiring the payer to bring his money to the office of the local treasurer instead of having a taxgatherer to collect the taxes?

7. If it is considered better to retain the tax collector, is the percentage allowed excessive or unduly burdensome?

8. Is the present system of description of real property sufficiently clear? If not, can it be improved, and how?

JUDICIAL SYSTEM.

1. The present system of courts seems to be susceptible of improvement.

2. Can a more expeditious method of court procedure be devised so that parties litigant can be afforded more simple pleadings and more direct methods of reaching an issue, so that criminal cases of minor importance can be summarily disposed of and the more serious cases tried without unnecessary delay?

3. A prompt and speedy trial being no less desirable than a fair and just hearing, can better methods be devised for procuring the prompt attendance of witnesses, in order that the evidence may be taken while the events are yet fresh in the memory?

4. Is it desirable and practicable to reduce the number of courts of first instance, to reduce the number of audiencias, to provide for a circuit court, sitting one term in each of the cities of San Juan, Ponce, Mayaguez, with additional terms in Arecibo and Utuado (as has been suggested), and to provide a tribunal for the impeachment of judges charged with official misconduct?

All these and kindred matters should be considered and embodied in a separate report.

ELECTION OF ALCALDES, TOWN COUNCILS, AND MUNICIPAL BOARDS.

Is it desirable to resort to the election of the above-named officers, or should they be appointed as heretofore?

If elections are desirable, please present a scheme of election which will afford full guaranty of a free ballot and a fair count. If it is found desirable to resort to elections, would it be better to hold them in a few towns at a time, experimentally, and the defects, if any, in the system, thus corrected, before proceeding to further elections?

In providing a plan for elections, it will, of course, be necessary to determine in an equitable way the qualifications of the voters.

REDUCTION OF MUNICIPALITIES.

Does the number of municipalities now existing appear to be susceptible of any reduction and saving in expense? If so, a plan showing how this can be most judiciously done should be prepared, with a map.

SCHOOL SYSTEM.

Public education being a question of deep concern to all, it is important that this matter should continue to receive fostering attention and care. Much has already been done in this direction, and it is deemed advisable to continue consideration of this matter with the view of reaching the most perfect system attainable. The suggestions of the committees on this most important subject will receive earnest consideration.

PUBLIC EXPENDITURES.

The wise expenditure of the public funds and the suppression of all unnecessary outlay are questions of utmost concern to the taxpayer. An examination into the insular and municipal expenses may be found beneficial. Are they susceptible of some reduction? Can the salaries of municipal officers be justly reduced? Any suggestion which your committee may be able to submit regarding this important point will be most acceptable.

MARRIAGE AND DIVORCE.

Family life is the recognized basis of true civilization. The attention of your committee is invited to the subject of marriage and divorce.

Following the custom of the United States, priests and ministers of religious societies, as well as judges, should be permitted to celebrate marriage, unnecessary restrictions should be abolished, and legal requirements and expenses should be placed within the reach of the poor.

The courts should be empowered to grant divorces or legal separation in proper cases, but these powers should be exercised with the utmost discretion, and to this end your committee may find it desirable to suggest a revision of the existing law on this subject. The code of New York is commended to your consideration as the most advanced thought in this matter. I hand you herewith a copy of the "Ray bill," recently introduced into Congress, relating to this question, which is similar in its provisions to the New York Code.

PUBLIC MORALITY.

Any suggestion which your committee may feel disposed to submit relating to public morals, the regulation of the liquor traffic, the restriction of the exposure and sale of obscene literature, the suppression of prostitution, legal restraint upon Sunday work and Sunday amusements, such as exist in all the American States save two, and the observance of social decency and decorum in public places, will be of value and will receive careful consideration.

* * * * *

In addition to these questions copies in both English and Spanish of numerous letters from private individuals, petitioning or suggesting public reform, were prepared in this office and forwarded for reference to the three committees.

The reports submitted by these committees, although varying somewhat in form and detail, were unanimous in setting forth the requirements necessary to relieve the country and people of the oppressive burdens that had weighed upon them during centuries of misrule.

Each report contained a brief history of the different systems of administration introduced by the Spanish at different periods, but in none of these could evidence be found of a single instance where the welfare and rights of the people had received first consideration, the interests of the home Government and of its representatives on the island being given predominance in all things.

The utter inefficiency of the judicial system under the former régime was made a salient feature in each of these reports, and every committee recommended immediate action toward the improvement of existing conditions on this subject, and especially the discontinuance of the department of justice as then organized.

SPANISH JUDICIAL SYSTEM.

Under the Spanish domination the organization and jurisdiction of the courts of the island were as follows:

MUNICIPAL COURTS.

In each municipality (71 in number) a municipal judge with civil jurisdiction in actions not involving more than 200 pesos, and in criminal matters extending to all misdemeanors and minor offenses punishable by not exceeding one month's confinement. Appeal from the decisions of this court might be taken to

COURTS OF FIRST INSTANCE AND INSTRUCTION.

Of these there were twelve—two in San Juan and one each in the towns of Vega Baja, Arecibo, Utuado, Aguadilla, Mayaguez, San German, Ponce, Guayama, Caguas, and Humacao.

The court, like the municipal, consisted of one judge and the necessary clerks and attendants. It had original jurisdiction in civil actions where the amount involved exceeded 200 pesos. It was also charged with the duty of investigating crimes and preparing *sumarios* or evidence in the case and recommending a suitable penalty. This *sumario* and recommendation was transmitted for determination to the next higher court, known as

AUDIENCIAS.

San Juan, Mayaguez, and Ponce each had an *audiencia* or superior court with jurisdiction over all felonies not reserved by law to the jurisdiction of the special tribunals, such as those of the army and navy.

Each of these *audiencias* consisted of one president, two magistrates, one fiscal (prosecuting attorney), one *teniente* (assistant), one secretary, one clerk, and a considerable number of *escribientes* (copyists), bailiffs, porters, janitors, etc.

There was also in San Juan an additional sala, or court, known as the territorial court (*audiencia territorial*), consisting of one president, four magistrates, one fiscal, and the usual number of secretaries, clerks, and attendants. This court had no original jurisdiction. It received appeals only in civil actions where the amount involved exceeded 200 pesos.

Prior to the dissolution of the provincial deputation (*diputacion provincial*) there was another tribunal, composed of the president and two magistrates of the *audiencia territorial* and two members of the chamber of deputies. This court was known as the

TRIBUNAL LOCAL CONTENCIOSO ADMINISTRATIVO,

and was constituted to hear claims against the government for damages to private interests caused by the acts of the government.

Appeals from the decision of this court could be taken to the *tribunal contencioso* at Madrid. This court also acted as the representative of the minister for the colonies (*ministro de ultramar*), and in this capacity had supervision over records, licenses (*licencias*), competitive examination in civil service, suspension from office, etc.

There was no supreme court in the island. All appeals from the local courts had to be carried to Madrid for the determination of the supreme court or council of the Kingdom.

With rare exceptions all judges, prosecuting attorneys, and other superior officers of the courts were natives of Spain (*peninsulares*).

On October 18, 1898, the date the United States took formal possession of the government, a general order was issued by General Brooke (General Orders, No. 1) by which it was declared that—

"IX. The provincial and municipal laws, in so far as they affect the settlement of the private rights of persons and property and provide for the punishment of crime, will be enforced unless they are incompatible with the changed conditions of Puerto Rico, in which event they may be suspended by the department commander. They will be administered substantially as they were before the cession to the United States. For this purpose the judges and all other officials connected with the administration of justice who accept allegiance to the United States will administer the laws of the land as between man and man; but in cases of nonacceptance of such allegiance or malfeasance in office, or for other cause, the department commander will exercise his right of removal and the appointment of other officials. To aid in executing the provincial and municipal laws the present local constabulary and police will be preserved as far as practicable and necessary, provided their allegiance to the United States is assured."

A few days later the burdensome tax of stamped official paper was removed by the following order (General Orders, No. 4, series 1898):

"2. From and after the date of this order the use of all stamped paper and stamps of every kind and character whatsoever heretofore required by Spanish law will be discontinued in Puerto Rico and its adjacent islands, and all documents, titles, bank checks, and papers of every kind and character will have legal effect in Puerto Rico and its adjacent islands without the use of said stamped paper and stamps."

By General Orders, No. 17 (November 29, 1898), the *diputación provincial* was discontinued, thus breaking up the *tribunal provincial contencioso administrativo*. A supreme court was also established, consisting of a president and six magistrates, having jurisdiction in all matters which under the Spanish régime had pertained to the supreme court at Madrid.

The Spanish system, however, was found to be very cumbersome, the pleadings complex, and the resulting delay in the settlement of litigated business intolerable. In civil actions cases would drag along for years, and in criminal cases, as already stated, the jails were crowded to suffocation.

Pursuant to the recommendations of the several committees, above referred to, I was directed by the commanding general to prepare a plan for the creation of a judicial board in substitution of the office of the secretary of justice.

It being desirable that this board be composed of persons who might be willing to serve voluntarily and from no other motive than public spirit, such were selected, three members being prominent Puerto Rican lawyers and the other two Americans—i. e., the presiding judge of the provisional court and the judge-advocate of the department.

This board was instituted by General Orders, No. 98, current series (copy hereto attached), in which provisions are also made for the appointment of a solicitor-general, who, besides acting as secretary of the board, has charge of the office of the department of justice, over which the board exercises immediate control.

The duties of the board are well defined. The control heretofore exercised by the department of justice over the local courts has been removed (thus placing the judiciary on an independent footing), but provisions have been made wherein the board is vested with authority to file articles of impeachment against the judges and judicial officers in cases of corrupt practices or malfeasance in office.

In other respects the duties of this board correspond to those exercised by the Department of Justice and Attorney-General in the United States.

REORGANIZATION OF JUDICIAL SYSTEM.

The first efforts of the judicial board were directed to the reorganization of the courts and reforms in procedure. This was effected after considerable labor, discussion, and emendations and published in General Orders, No. 114 and No. 118, current series (copy herewith).

By the latter order the supreme court is reorganized and reduced from seven to five magistrates. The *audiencias* and courts of first instance and instructions are abolished, and in their places five district courts of three judges each are organized. The jurisdiction and functions of the municipal courts are also enlarged.

This reorganization, although not all that could be desired, and not acceptable to the American members of the board, was the result of many compromises and amendments, and was finally adopted as the best that could be attained at this stage of progress in the work of reform.

TAXATION.

The system of taxation under Spanish rule was not only excessive and burdensome, but bore with special hardship on the poor.

Nearly every article of food, such as rice, codfish, potatoes, etc., was heavily taxed, while luxuries, fine furniture, pianos, fine paintings, statuary, jewelry, diamonds, precious stones, etc., were exempt.

The land tax was also inequitable, and, in cities especially, large properties were known to yield a tax revenue very disproportionate to their value.

By General Orders, No. 6, current series, issued by General Henry (copy herewith), a remedy was sought in the reclassification of agricultural lands, but the results do not yet appear to be very satisfactory.

The three committees appointed to consider this, with other questions, afforded little assistance in the solution of the problem. Indeed, it seemed quite impossible for them to break away from the old Spanish ideas or to suggest an improvement in existing conditions. One committee recommended that all vacant city lots be wholly exempt from taxation, basing this suggestion upon the fact that such property was yielding no income and therefore could not reasonably be expected to pay a tax. It was suggested by others that 1 cent more per pound be added to the already exorbitant tax on rice.

The multifarious duties which were daily crowded upon this office rendered it impossible for the judge-advocate to give this question the study which its great importance demanded.

The havoc caused by the hurricane of August 8, however, and the resulting paralysis of business throughout the island have brought a deluge of petitions from every quarter praying for relief and an immediate readjustment of the tax schedule. It has therefore become a matter of such urgency as to admit of no further delay.

By direction of the department commander, and after consultations with the mayors of San Juan and Ponce, the civil secretary, and prominent members of the bar, I have prepared an order (copy hereto attached and marked "Appendix B") providing for a poll tax of \$1 for school purposes, and in which it will be seen that the prevailing idea is to reach articles of luxury, liquors, etc., as well as some vehicles used for pleasure, not now subject to a tax.

Nearly every Puerto Rican consulted is unalterably opposed to taxes on personal property, including pianos and other musical instruments, fine paintings, statuary, jewelry, diamonds, and precious stones, claiming that all such articles pertain to art, and should be sacredly exempt from the polluting touch of the taxgatherer.

It will be seen from the nature of this opposition how difficult the task is of introducing a new system of taxation, especially when it touches the rich, who for centuries have been exempt from bearing their share of the burdens of the government.

MISCELLANEOUS.

NEUTRALITY LAWS.

In view of the disturbed conditions existing in the neighboring island of Haiti, culminating in the assassination of President Hereaux and the breaking out of revolution in the Republic of Santo Domingo, and also in view of the fact that information was received at these headquarters to the effect that parties residents of this island contemplated the fitting out of filibustering expeditions destined to assist in the overthrow of the Dominican Government, it was deemed advisable, in order to prevent any possible misapprehension on the part of the parties concerned, to publish the United States laws on the question of neutrality.

By direction of the department commander, an order covering this matter was prepared in this office. (General Orders, No. 109, current series.)

DUELLING.

Although the penal-code of Puerto Rico made duelling a punishable offense, the law was a dead letter, as public sentiment seemed to favor this method of settling affairs of honor. Two duels having occurred in quick succession, and the press having published commendatory articles of one of the affairs and predicted others soon to follow, in flagrant defiance of the law, an order was prepared for the suppression of this pernicious practice and published in General Orders, No. 129, current series, Department of Puerto Rico.

DETERMINATION OF CITIZENSHIP UNDER ARTICLE IX OF THE TREATY OF PARIS.

Instructions having been received from the War Department to take the necessary steps in order that Spanish subjects residents of this department might be enabled to make legal declaration to retain their Spanish nationality under the provisions of the treaty of peace, the judge-advocate was charged with the preparation of the necessary orders. (General Orders, No. 132, current series, Department of Puerto Rico.)

ELECTIONS.

The first effort of the present administration toward the introduction of the American system of elections was made in Adjuntas.

In this particular town the political dissensions existing between the factions constituting the municipal corporation had become so heated as to practically stop the machinery of the local administration.

The commanding general, finding it impossible to reconcile the warring factions, ordered the deposition of the alcalde and municipal board of the town, placing the local government in the hands of an army officer pending the necessary arrangements for an election of new officers.

An order was accordingly prepared prescribing the necessary steps to be taken in detail by the commanding officer for the registration of voters and the conduct of the election.

Lengthy conferences were had with the leaders of the two contending political parties, who urged many objections to various provisions of the order, which they feared might be prejudicial to their interests and in favor of the other party. Finally, as a result of much amendment and compromise, the order was completed to the apparent satisfaction both sides and published in paragraph 2, Special Orders, No. 146, current series, Department of Puerto Rico.

This election took place on July 25, and although there was every reason to believe that it had been conducted fairly and honestly, a few technicalities had arisen during the course of the balloting that gave rise to complaints on the part of the defeated party, and the commanding general decided to cancel the results and order a new election.

Before this could be accomplished, however, the unfortunate tornado of August 8 intervened, and owing to the devastated condition of the country, the distress of the people, and the impassable condition of the roads, etc., it was postponed.

An effort was also made to introduce the elective system by submitting to a vote of the people the question of annexation of the municipality of Barceloneta to that of Manati. This election was at the request of the people of both municipalities and was ordered by paragraph 3, Special Orders, No. 156, current series, Department of Puerto Rico (herewith inclosed).

Although these people were apparently anxious for annexation, they began at once to raise objections to the methods proposed and in various ways to manifest a purpose to obstruct and defeat the election. Every effort was made to meet the numerous objections urged—by changing places of registration and polling places and also by changing the personnel of the army officers in charge.

When matters seemed to be finally adjusted the parties who had been designated to act as registrars refused to serve, under trivial pretexts, but in reality declined in order to obstruct the election. At other points, where the boards had been successfully organized, the people, acting under the direction of leaders who appeared on the ground and seemed to be managing the affair, declined to appear and register or participate or aid in any way in carrying forward the necessary work preliminary to the election.

This effort has accordingly been abandoned, and the only remedy now seems to be to consolidate the municipalities by arbitrary order. A general election order—General Orders, No. 145, current series, Department of Puerto Rico (herewith inclosed)—has been prepared, after consultation with representative men of both political parties, and will form the basis for future municipal elections.

By this order it will be observed that the elective franchise is limited to taxpayers and persons able to read and write who have resided over two years in the island.

From close observation and study of these people it is my personal opinion that they are illy qualified for the exercise of the elective franchise, and it is more than probable that the elections will be largely controlled by a handful of influential leaders. However, the experiment seems worth trying.

CONCLUSION.

This report has been hastily prepared and only at such intervals of time as could be seized in the great pressure of daily duties which crowd upon this office. It is

therefore quite incomplete, and no time is available to revise or rearrange its details. I regret that it so feebly conveys the information desired, especially regarding the almost insurmountable difficulties which are continually encountered in seeking to introduce our laws and methods, particularly in the transaction of public business, court procedure, and systems of governmental administration, all of which under Spanish rule were so tedious, cumbersome, and extravagant.

In conclusion I may be permitted to repeat the opinion, heretofore expressed in my annual report to the Judge-Advocate-General, that Puerto Rico has many alert, intelligent people, who, though bowed down by centuries of oppression, still retain the spirit and capacity for higher and better conditions.

This capacity and these conditions can be developed only under a system which will wisely control, guide, and support them until they attain sufficient vigor to support and control themselves. Such a system is found in the military government now prevailing.

If this government is prematurely withdrawn and a territorial form of government placed in control, as has been suggested in some quarters, it would, in my judgment, be the most unfortunate measure that could possibly befall the island.

Under the present system and the further reforms now under consideration by the department commander every administrative department or bureau will have the benefit of American influence and advice.

Nearly all of the orders instituting reforms or modifying the laws which emanate from these headquarters are prefaced by the words "Upon the recommendation of such and such a board." This may lead to the supposition that these boards originate such reforms and modifications, whereas, as a matter of fact, the idea is conceived and the order prepared by some American officer and submitted to the board for their acquiescence and approval.

Under a territorial system this American leaven would be wanting; the legislature would consist exclusively of Puerto Ricans, and the laws, the courts, the bar, and the institutions and customs of the country would remain for an indefinite period Spanish and un-American.

Intimate daily association for several months past with many of the most cultured professional gentlemen and public-spirited citizens of the island has only served to confirm me in this opinion, which I find is also entertained by many of the most intelligent and patriotic Puerto Ricans themselves.

Continued military control, therefore, for a reasonable time, aided by wise advisory councils, can not fail to secure gradual but steady and ultimate assimilation by the people of our best American thought and methods of administration.

Very respectfully,

A. C. SHARPE,

Major and Inspector-General U. S. V., Acting Judge-Advocate.

APPENDIX A.

RULES AND REGULATIONS FOR THE BOARD OF PRISON CONTROL.

SAN JUAN, P. R., *August 24, 1899.*

Administration and business rules of the board.

ARTICLE 1. The secretary is hereby instructed to open and keep in proper order the following board books and records, which will be at all times open to the inspection and investigation of the members of the board: First, book of records, containing the actions taken by the board of prison control, as also the orders, instructions, and recommendations issued by the said board at its several sittings; second, set of letters sent and received, books with indexes for pardon business, and a similar set for jail business.

ART. 2. The records of each meeting will be certified to by the president and secretary of the board.

ART. 3. All the records and correspondence concerning jail or pardon business will be properly briefed and filed in the office of the board in such manner that easy access may be had to any document.

ART. 4. All correspondence with this board will be addressed to the "secretary of the board of prison control, San Juan, P. R."

Visiting and advisory municipal boards.

ART. 5. An auxiliary board of inspection is hereby created for each jail. It shall be composed of the junior judge of the district court and the fiscal of the court in the

town where the jail is located, and one councilman, to be selected by the council of the town. It shall be the duty of this board to make periodical visits to the jail, at least once a fortnight, and to make to the board of prison control a report on the condition of the jail, state of the food and clothing supply, efficiency of the employees of the jail in the performance of their duties, and to point out any defect they may find and what remedy to same would be advisable. These reports will be confidential.

Jail officials.

ART. 6. All the jail officials whose salaries are \$1,200 or less per annum depend exclusively on the board of prison control. Their appointment or dismissal will be made by the board after due investigation in each case (General Orders, No. 97, Department Puerto Rico, 1899).

ART. 7. The duties of jail employees will be defined according to the jail regulations prescribed by the board.

ART. 8. These regulations will be printed and kept in a conspicuous part of the jailer's office of each jail, and will be strictly binding on jail officials and prisoners alike.

ART. 9. The salaries of jail employees will be paid by the treasurer of the board of prison control.

ART. 10. Each jailer will be required to keep such books as may be prescribed by the board. Those now in use will be continued until further orders.

Jailer.

ART. 11. The jailer will send on the last day of each month to the secretary of the board of prison control the following documents: First. A report of prisoners, as per instructions published in General Orders, No. 68, in the Official Gazette of the 25th of May, 1899. Second. A report of the state of the jail building, food, clothing, occurrences, and happenings, visits made during month by the auxiliary board of inspection, with mention of cause and nature of such visit; also detailed accounts of any serious infractions of discipline and the action taken in each case.

Subsistence of prisoners.

ART. 12. The furnishing of the food and clothing for the prisoners will be done habitually by contract, but may be done administratively when necessary or more economical.

ART. 13. The jailer will send each month to the secretary of the board a correct statement of the number of prisoners fed daily.

ART. 14. The jailer will be particularly required to see that all the kitchen utensils, prisoners' plates, and spoons are kept in the best condition of cleanliness, and have this work performed in turn by the prisoners themselves.

Prisoners' clothing.

ART. 15. The clothing issued to prisoners will be uniform throughout the island. Said clothing shall conform in quality and make to the patterns and samples kept on hand in the office of the board of prison control, San Juan, and in the office of each jail. A prisoner's suit shall consist of one blouse, one pair of trousers, one undershirt, one hat, and one pair of shoes.

Clothing allowance.

ART. 16. Each prisoner on entrance may, if necessary, be issued by the jailer, one suit, also one blouse, one pair trousers, and one undershirt extra.

ART. 17. All prisoners confined in the penitentiary shall wear the uniform of the prison. Each one upon entrance shall receive the above-prescribed allowance if he has not already received the same in jail; which shall also be allowed him at the end of every six months of his imprisonment, provided that, if at the end of any six months any of the above articles do not require replacing, the prisoner shall be credited with the cost of such article or articles, and that such saved clothing money shall be paid to the prisoner on his discharge.

Jail physicians.

ART. 18. Hereafter the jail physicians shall be appointed by the board; their salaries will be determined by the board, according to the importance of the jail.

ART. 19. The jail physician will send to the board a monthly report of the sanitary state of the jail and of the prisoners during the month, together with a list of the number of sick and a certified copy of the prescriptions.

Pardons.

ART. 20. Petitions for pardon will not be considered unless the prisoner has served more than one-half his original sentence, except in cases of special merit, or extraordinary services, or conditions which the board will duly verify and consider. Petitions for pardon coming from a prisoner will be forwarded by the warden or jailer to the secretary of the board, accompanied by the jail history of the prisoner and a report of his conduct.

Dungeons.

ART. 21. There will hereafter be no dungeons or dark cells used as places of confinement. Shackles or stocks will not be used for punishment. Solitary confinement on bread and water diet, but in a lighted cell, will be used in punishment for misbehavior or violation of prison rules, to be continued until the offender shows evidence of reform.

Credits for good conduct.

ART. 22. In the future a credit of five days in each month will be allowed to each prisoner for good behavior, such credit to be applied in reducing the length of sentence. Misbehavior will remove the credit thus earned and a new start will be necessary. (General Orders, No. 33, Department of Puerto Rico, 1899.) That is to say, for each period of thirty days five will be allowed in shortening the term of confinement. The above rule dates from March 13, 1899.

Confinement before trial.

ART. 23. When sentenced, the prisoner will always be credited with the whole of the time that he has been imprisoned up to the date on which his sentence is passed, without any exceptions whatever. (Judicial order of February 10, 1899, approved by the governor-general.)

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, August 24, 1899.

The foregoing regulations are approved and will be in force from this date.

G. W. DAVIS,
Brigadier-General, U. S. V.

APPENDIX B.

PROPOSED TAXATION ORDER.

General Orders, {
No.—.

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, Puerto Rico, —, 1899.

The destruction caused by the recent hurricane to the industries of the island and to the growing crops of coffee, sugar, and all kinds of minor fruits has resulted in the inability of some proprietors and other taxpayers to pay the territorial and other taxes in full. It has resulted that many town councils are unable to balance their budgets for the current year.

The municipal authorities are enjoined to exercise the most rigid economy in all expenditures. The governor-general is constantly receiving petitions from individuals and delegations throughout the island praying him to withhold his approval of municipal budgets, because expenditures are contemplated that are deemed to be unnecessary and beyond the real needs of town government.

In times like these, when great distress exists in many towns, it is hardly to be comprehended that their municipal officials could be made to accept a salary from the public treasury. There certainly can be found in every town many public-spirited and well-to-do officers and citizens who are able and willing to serve their neighbors without compensation. The governor-general is aware that in some places the alcaldes and other municipal officers have renounced their salaries while the distress continues.

I. In order to provide means for supplying the needed revenue, both insular and municipal, taxes will be imposed according to the following schedule:

SECTION 1. Every male person between the ages of 21 and 50 years residing in this island shall pay a poll tax of 50 cents annually for Puerto Rican school purposes, and shall also pay a like sum of 50 cents annually for municipal school purposes. This tax shall be due and payable on October 1 of each year, beginning October 1, 1899, and if not paid before the 1st of January following it shall be deemed delinquent and shall be collected by process of law.

SEC. 2. For each pack of playing cards sold at retail in public places or clubs a tax of 10 cents shall be imposed.

SEC. 3. For each billiard or pool table a tax of \$25 per annum shall be levied.

SEC. 4. For animals and vehicles the following taxes shall be levied:

a. For each horse, \$1 per annum.

b. For each vehicle drawn by one horse, \$2 per annum; if drawn by two horses, \$3 per annum. If used for pleasure only, such vehicle shall pay a tax of \$4 per annum.

c. For each dray or cart used for profit and drawn by one animal, \$1 per annum; for each additional animal, 50 cents per annum.

d. For each automobile conveyance, coach, carriage, buggy, or hack used for carrying passengers for profit (not exceeding four passengers) within the limits of a single municipality, \$5 per annum; for each vehicle of the same class when used for carrying passengers beyond the limits of a single municipality (not less than), \$10 per annum, payable to the municipality in which the owner thereof resides.

For each vehicle carrying more than four passengers for profit within the limits of a single municipality, \$20 per annum.

For each vehicle of the same class carrying more than four passengers for profit beyond the limits of a single municipality, \$40, payable to the municipality in which the owner thereof resides.

e. In case any of the vehicles herein enumerated shall belong to a corporation the tax shall be paid to the municipality in which the principal office or agency or place of business of such corporation is located.

SEC. 5. For each space used for advertisements or posters on walls or other supports facing a public street or other public place, the owner of such wall or space so used shall pay an annual tax of \$2.

SEC. 6. For each license or permit for a ball at which an admission fee is charged or cards of admission are used, a tax of not less than \$5 shall be imposed.

SEC. 7. For each certified copy of a municipal resolution or official records thereof, 10 cents for each 100 words or fraction thereof, and \$1 for each certificate of the same. This section shall apply only to municipalities in which no tax of this kind is now imposed.

SEC. 8. For each license or permit for peddling in the public streets or highways, \$12 per annum, payable quarterly in advance. For each peddler using in his business a vehicle drawn by one animal, \$24 a year, payable quarterly in advance. But this section shall not apply to persons vending only products of the island: *Provided*, That peddlers selling any malt, spirituous, or vinous liquors shall pay the license prescribed in section 13 of this order.

SEC. 9. Every manufacturer of matches shall pay a tax of one-tenth of 1 cent on each box of matches manufactured by him before it leaves the factory. The name of the manufacturer shall appear on each box or package. Each original package of matches shall be sealed by a stamp of the required denomination before leaving the factory. No retail seller of matches shall have more than 24 boxes of matches (each box to contain not less than 60 sticks nor more than 100) out of the original package at one time.

SEC. 10. The district courts will have jurisdiction over all cases arising under violations of any article of this order. Any person violating any of the foregoing sections of this order shall be subjected to a fine of not less than \$100 or to imprisonment at hard labor for not less than three months, or to both such fine and imprisonment, in the discretion of the court.

SEC. 11. For a license permitting the manufacture of brandy, rum, or other alcoholic liquors, not exceeding \$200 per annum, payable to the municipality where the manufacturer is located: *Provided*, That in towns not exceeding 8,000 inhabitants the city council may fix a less rate.

SEC. 12. Every person who sells spirituous, malt, or vinous liquors not to be drunk on the premises where sold shall obtain a license therefor from the treasurer of the island, and shall have to pay for such license the sum of \$200 annually in advance, said tax to be paid to the municipality in which the said premises are located: *Provided*, That no such dealer shall sell in quantities less than 4 gallons, or 20 litres.

SEC. 13. Every person who retails spirituous, malt, or vinous liquors, or other bev-

erages to be drunk on the premises where sold shall obtain a license therefor from the treasurer of the island, and shall pay for said license the sum of \$60 per annum, payable quarterly in advance.

SEC. 14. Any person violating sections 11, 12, and 13 of this order shall, upon conviction thereof, be subject to a fine of not less than \$500 or to imprisonment at hard labor for not less than six months, or both such fine and imprisonment, in the discretion of the court.

SEC. 15. There shall be imposed an annual tax of 20 cents on each bull, steer, ox, cow, and heifer not used in traffic, over 1 year old, which shall include matriculation. On or before December 1, 1899, every owner of such animal or animals, in person, or by some authorized representative if such owner be absent from the island, shall make oath before the municipal judge in the municipality in which the cattle are owned, stating the number and description thereof. A certified copy of such statement shall be forwarded by the municipal judge to the alcalde of the municipality, and a duplicate thereof to the treasurer of the island. For such services a fee of 10 cents shall be paid for all cattle less than ten in number, and for over ten animals 20 cents, to the municipal judge by the party making the affidavit. Any person who shall knowingly falsify such statement shall be deemed guilty of perjury, and shall be subject to prosecution in the United States provisional court, and upon conviction thereof shall be punished by a fine not exceeding \$2,000 or by imprisonment at hard labor not exceeding five years, or by both such fine and imprisonment, in the discretion of the court.

SEC. 16. Each head of cattle heretofore enumerated in the foregoing section which shall not be reported by the owner thereof or his agent, as required, shall pay an annual tax of \$1 within thirty days after demand therefor, and in case of default such cattle shall be seized and sold according to law.

SEC. 17. All personal property, including furniture and household effects, all gold jewelry, gold watches, diamonds, and precious stones, all bank stock, securities, bonds, and other similar property, all paintings in oil or water colors, statuary (except that used in churches and cemeteries), and all pianos and musical instruments owned and kept for private use or in hotels, clubs, restaurants, cafés, or saloons, and all phonographs, shall be listed and appraised at their actual value by the owner thereof: *Provided*, That each householder shall be entitled to have not exceeding \$200 worth of personal property so listed and appraised exempt from taxation. *And provided*, That the tax on dogs shall be not less than \$2 per head per annum. Due return of this list and appraisalment shall be made by said owner under oath before the municipal judge of the municipality in which the owner resides. Such return shall be made on or before November 1, 1899, to the municipal treasurer. Upon receipt of such return the municipal treasurer shall assess a tax of one-half of 1 per cent ad valorem on the property so listed, except on pianos, which shall pay an annual tax of \$1 each. Notice of this assessment shall be publicly posted at the alcalde's office during the month of November, 1899. If this tax is not paid on or before December 31, 1899, it will be deemed delinquent, and will then be collected by due process of law.

SEC. 18. Blank forms will be issued to alcaldes by the civil secretary for the listing and appraisalment of such personal property. These blanks will be supplied to every male resident of the municipality over 21 years of age who is believed by the alcalde to be the owner of any of the property herein enumerated. Should any person who owns property of the character enumerated in section 17 of this order receive a blank form, he will make due return of the same in the same manner as if he had property. The municipal judge may charge a fee not exceeding 25 cents for administering the oath to assessment lists: *Provided*, That indigent persons possessing no property shall not be required to pay said fee.

SEC. 19. Any person who makes a false return of property or who fails to make return within the time or in the manner herein prescribed shall be deemed guilty of a misdemeanor, and upon conviction thereof before the district court shall be punished by a fine not less than \$100 or by imprisonment at hard labor for not less than three months, or by both such fine and imprisonment, in the discretion of the court.

SEC. 20. Should any person fail to make return within the time required by section 17 of this order, the alcalde, municipal treasurer, and municipal judge shall proceed to the residence, house, hotel, club, or other place in which the property of such person is located, and make a list and appraisalment of the same according to the terms of section 17 of this order.

SEC. 21. All taxes are payable in United States currency, or in Puerto Rico currency at the legal rate of exchange (\$1.66 $\frac{2}{3}$).

By command of Brigadier-General Davis:

Adjutant-General.

APPENDIX C.

PROPOSED MARRIAGE AND DIVORCE ORDER.

General Orders, }
No. ———. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, P. R., ———.

In view of the prevailing custom of living in concubinage, which has existed for many years in this island among certain classes of society, and with a view to a clear understanding by all concerned of the humane principles which underlie American laws regarding the marital relations, the department commander deems it expedient to revise the orders heretofore published on this subject in conformity with the following principles:

MARRIAGE.

I. Family life is the recognized basis of true civilization. American law and institutions regard the relation of the husband and wife as one of the most sacred guaranties for the perpetuity of the state. Marriage is recognized as the only lawful relation by which Providence has permitted the continuance of the human race, and the history of mankind has proved it to be one of the chief foundations of social order.

II. Marriage in the eye of the law is purely a civil contract, and therefore does not need for its sanction the assistance or intervention of ecclesiastical authority. It is not necessary that a clergyman should be present to give validity to a marriage, but, as many persons of religious faith prefer to have the rite solemnized according to the forms of their religion, it has become the recognized practice in the United States to permit the contracting parties to choose that form of ceremony, whether religious or secular, which may be most agreeable to them. In either case, whether secular or ecclesiastical in form, the force and effect of a marriage is the same and equally binding on all concerned.

III. The basis of marriage contract is consent; therefore when either party to a marriage is incapable, for reasons stated by law, of giving such consent, the contract may be declared void by a court of competent jurisdiction, and persons making such contracts in violation of the provisions made by law for the protection and well-being of society are subject to legal punishment for such acts.

IV. A marriage contract, however, having been once duly effected, the policy of the law is in favor of its stability. It is therefore opposed to the absolute dissolution (a vinculo matrimonii) of a valid marriage union except for adultery, and to a legal separation (a mensa et thoro) except for intolerable hardship.

V. Pursuant to the foregoing general principles, which will be respected and observed by all the courts in the construction and interpretation of the law, it is hereby ordered:

SECTION 1. Except when annulled by death or divorce or for other causes hereinafter mentioned, a lawful marriage is perpetually binding.

SEC. 2. Promise of future marriage—no matter in what form, nor by what ceremony solemnized, nor by what clauses contained in such promise—shall not be binding, except as the breach thereof may give rise to civil liability for damages.

SEC. 3. Males over 21 and females over 18 years of age who are in the full enjoyment of their mental faculties and not suffering from evident and perpetual and incurable impotence, preventing procreation, may contract marriage.

SEC. 4. Males between the ages of 17 and 21 and females between the ages of 14 and 18, with the consent of their parents or legal guardians, and subject to the limitations prescribed in section 3, Paragraph V, may contract marriage. If there be no parent or guardian, no consent is required. All marriages by any male person under the age of 17 years and any female under the age of 14 years are absolutely void.

SEC. 5. The permission of parents or guardians required by the preceding section (4) will be made in writing before the municipal judge of the municipality in which the parent or ward resides. This permission will be signed by the parent or guardian, witnessed by the signature of the judge, and filed in his office.

SEC. 6. The ages of the contracting parties may be established by any of the following methods: A certificate of birth granted by the registrar of the civil registry in which the entry exists; the certificate of baptism; the statement under oath of the parent or guardian.

VI. The following classes of persons are incapable of contracting marriage:

SEC. 1. Those not authorized to marry under the provisions of sections 3 and 4, Paragraph V.

SEC. 2. Those whose former marriage has not been legally dissolved.

SEC. 3. Guardians and their wards are prohibited to marry until the termination of the guardianship and the ward is of legal age.

SEC. 4. All marriages between relatives and children, including grandfathers and grandchildren, of all degrees, between half brothers and sisters, as also of full blood; between uncles and nieces, aunts and nephews, are hereby declared incestuous and absolutely void. This section shall extend to all illegitimate as well as legitimate relatives. On and after January 1, 1900, relatives of the fourth degree (first cousins) will be prohibited from marrying.

VII. Persons desiring to contract marriage will be required to obtain a license therefor, setting forth the names, ages, residence, and occupation of the contracting parties. Blank forms for such license will be prepared by the chief of the bureau of state and municipal affairs, and furnished upon requisition to the municipal judges. Upon application of the contracting parties, municipal judges will post a notice on the door of their court for five days, stating that application for license to marry has been made, setting forth the names, ages, and residence of the applicants. The prescribed five days' notice having expired and the municipal judge having satisfied himself that the parties are qualified to marry, he will fill out a license in due form, record the same in the civil register provided for the purpose, and officially sign and deliver it to the contracting parties. The municipal judge is authorized to charge a fee not exceeding \$1, United States currency, for the issue of the marriage license.

VIII. Any municipal judge or ordained priest or minister of any religious denomination whom the contracting parties may select is authorized to officiate at a marriage ceremony.

IX. Parties desiring to contract marriage must deliver their license to the officiating judge or clergyman. Within five days after the marriage the officiating judge or clergyman shall indorse on this license the fact of his execution of the same, with date and place of the marriage, and return it to the municipal judge who issued the license. The municipal judge will record it in the civil register and place the license on file.

X. Any person failing to make the return prescribed in Paragraph IX or who makes false return will be subject, on conviction thereof, to a fine of not less than \$50.

XI. If a marriage is solemnized by a clergyman, it may be celebrated in the forms of his religious faith or that of the contracting parties. If it is solemnized by a municipal judge the ceremony will be performed in the following manner:

The contracting parties, accompanied by at least two witnesses, shall appear at a time and place previously agreed upon with the officiating judge. The judge shall then ask each of the contracting parties if he or she knows of any legal incapacity or impediment to their marriage. If both parties answer in the negative, the judge shall then put the following questions to each of the contracting parties: "Do you wish to take _____ for your husband (or wife)?" To which they should reply: "I do." On hearing these words from both contracting parties the judge shall say: "I pronounce you husband and wife."

XII. It shall be the duty of all persons who have authority under this order to join persons in marriage, before doing so to ascertain from the contracting parties by sufficient evidence that they are not under the provisions of this order incapable of contracting marriage. Any person who contracts a marriage or who voluntarily unites parties in marriage knowing that either of the contracting parties is legally incapacitated, under the provisions of this order, for making such contract, shall be punished, on conviction thereof, by a fine of not less than \$100 or by imprisonment for not less than three months, or by both such fine and imprisonment.

XIII. Any person within the degrees of consanguinity in which marriages are declared invalid by section 4, Paragraph VI, of this order who shall contract marriage one with the other, or shall cohabit dissolutely and lasciviously one with the other, they or any of them shall be punished, on conviction thereof, by imprisonment in the penitentiary for not more than one year or by a fine of not less than \$50.

XIV. All marriages celebrated beyond the limits of this island which are valid according to the laws of the country wherein they were celebrated or contracted shall be likewise valid in this island, and shall, therefore, have the same force as if they had been celebrated according to the laws in force in this island.

XV. No marriage between relatives within the prohibited degrees or between or with infants under the prohibited ages shall be declared void except by a decree of the district court upon proper proceedings being had therein; and in case of minors, no person who may be over the prohibited age shall be allowed to apply for or obtain a decree of the court declaring such marriage void, but such minor may do so; and in the case of a female, the court may, in its discretion, grant alimony until she becomes of age or remarries; and all children of marriages so declared void as

aforesaid shall be deemed and held as legitimate, with the right of inheritance from both parents; and also in case of minors, if the parents should live together until they arrive at the age under which marriage is prohibited by this order, then and in that case such marriage shall be deemed legal and binding.

XVI. All persons now living in concubinage are enjoined to marry without further delay, thereby honoring the mother of their children, legitimizing their offspring, and fulfilling their duties as good citizens in conformity with the laws of the land.

DIVORCE.

XVII. A divorce from the bond of marriage may be granted only where one of the parties has committed adultery during the marriage: *Provided*, That in such case the innocent party only may remarry: *And provided*, That legal separation, without permission for remarriage, may be granted for drunkenness, cruelty, or desertion: *And provided*, That marriage may be judicially annulled in the following cases:

SECTION 1. When such marriage was contracted when either party thereto had a former wife or husband living, unless the former marriage had been lawfully dissolved because of adultery of the other party to the former marriage.

SEC. 2. Where such marriage was contracted during the lunacy of either party.

SEC. 3. Where either party was matrimonially incapacitated at the time of the marriage and has continued so.

SEC. 4. Where either party had not arrived at the age of legal consent to the contracting of marriage, but in such cases only at the suit of the party not capable of consenting and before reaching such age of consent.

SEC. 5. The provisions of this article shall not invalidate any marriage heretofore solemnized according to law or affect the validity of any decree or judgment of divorce heretofore pronounced.

XVIII. When a marriage has been annulled for causes specified in Paragraph XVII, the persons and property of the children shall remain in the control of the father, passing on his death to the mother. As regards the property of the couple whose marriage is annulled, each one acquires the ownership and administration of his or her share, and a division is made just as if a dissolution of matrimonial partnership caused by the death of one of the parties was being treated of.

XIX. Where the court shall grant a divorce from the bonds of matrimony the custody of the children under 3 years of age shall be given to the party decreed to be entitled to such divorce. But where children under 3 years of age have been placed in the custody of the mother under the above provision, although the father has been decreed to be entitled to such divorce, said father shall be allowed to obtain the custody of them after they have arrived at the said age of 3 years by petition to the court granting said divorce, unless it is shown that he is unfit for such custody. Where the court shall grant a legal separation, as hereinbefore provided, the custody of the children shall be decreed in the manner as above specified for absolute divorce; and where a legal separation shall be decreed in favor of the wife, the court shall also decree such sum to be paid monthly as alimony as may be equal to one-half of the income of the husband, but in no case less than a sum sufficient to support the wife and such children as may have been committed to her custody according to their condition in life; said alimony to be paid as long as the separation continues. Property rights upon the death of either party shall remain undisturbed by the separation.

In case of absolute divorce the property rights of the parties shall be as follows:

SECTION 1. The guilty party shall lose all that may have been given or promised by the innocent party or by other persons on the latter's behalf, and the conservation of everything received by the innocent party, together with the right of claiming all that has been promised by the guilty party.

SEC. 2. The transfer of all conjugal property to the innocent party, and on petition of the wife when her husband is the guilty party the loss by the latter of the right to administer her property.

SEC. 3. When innocent the husband retains the administration of the property of the wife, she being entitled to alimony only.

XX. Marriage contracted in good faith, although null, shall be valid and effective while lasting, and children born therein shall be legitimate.

XXI. When good faith operates on the part of one of the contracting parties only, such party and the children shall benefit as above stated.

XXII. Unless proved to the contrary, good faith is always presumed to exist.

XXIII. Where there has been good faith on both sides, male children remain under the father's care and female children under the mother's in case of annulment of marriage. In case of good faith on one side only, children of both sexes shall remain under the care of the aggrieved person, but in all cases children of less than 3 years of age must remain in the mother's care until reaching that age.

XXIV. The parents, acting of common accord, can dispose of the children differently than mentioned in the last paragraph if they wish.

XXV. Decree of nullity of marriage shall produce the same effect respecting conjugal property as divorce, but the party who shall have acted in bad faith loses the part of profits which would otherwise come to him.

XXVI. Decree of nullity must be inscribed in the same register in which the entry of marriage is made.

XXVII. The district courts established by General Orders 114, c. s., these headquarters, have exclusive jurisdiction in all questions, suits, or actions regarding marriage and divorce, but appeal from their decision may be taken to the supreme court. They may grant absolute divorce or legal separation, according to the equity of the case, without regard to the form or ceremonial by which the marriage was solemnized: *Provided*, That the provisional court established by General Orders 88, c. s., these headquarters, shall have concurrent jurisdiction with said district courts, under this order, between the classes of persons over whom it is given jurisdiction in other cases by said order.

XXVIII. Hereafter no person shall commence any action for divorce in any court of this island unless such person has been a bonafide resident of the island for the period of twelve months. Evidence of such residence satisfactory to the judge trying the case will be required by the judge before granting any judgment or divorce.

XXIX. The judicial order published in No. 71 of the Official Gazette of Puerto Rico, under date of March 24, 1899, and all laws and parts of laws inconsistent herewith are repealed.

By command of Brigadier-General Davis:

_____,
Adjutant-General.

APPENDIX I.

[Translation.]

A REVIEW OF THE SOCIAL, ECONOMIC, AND INDUSTRIAL CONDITIONS OF THE ISLAND OF PUERTO RICO IMMEDIATELY PRECEDING OCCUPATION BY THE UNITED STATES, BY DR. CAYETANO COLL Y TOSTE, CIVIL SECRETARY.

I.

SOCIAL CONDITIONS.

The island of Puerto Rico at the time of its final occupation by the United States pursuant to the treaty of Paris was a Spanish colony recently established under a specially autonomic régime. The mother country had at last recognized the right of the Puerto Rican colony to govern itself.

The Spanish Government had, by virtue of the royal decree of the 25th of November of the year 1897, granted the autonomic charter to the people of Puerto Rico, and on the 9th of February of the year 1898 the Governor-General, Don Manuel Macias, as delegate of the Spanish nation, inaugurated the provisional insular cabinet, composed of a president and five secretaries, namely, president of the cabinet, secretary of grace and justice and state, secretary of finance, secretary of public instruction, secretary of public works and communications, and secretary of agriculture, industry, and commerce. He at the same time abolished the old organizations, the office of the general intendant of the treasury, the council of administration, the technical inspection, etc.

On the 11th of February, 1898, the acting secretaries took charge of their offices and proceeded to reorganize the services of the colonial government. On the 1st of March the governor ordered the election of insular representatives, to take place on the 27th of the same month, in order that on April 25 the chambers might be constituted by popular suffrage; but on the 21st of April the constitutional guarantees were suspended by him on account of the preparations for the war between Spain and the United States, orders being given to rigorously enforce the law of public order of April 23, 1870. On the following day martial law in the military district of Puerto Rico was proclaimed and the meeting of the insular chambers postponed.

On May 12 San Juan was attacked by the squadron under command of Admiral Sampson.

On the 4th of July the Governor-General convoked the insular chambers for the 13th day of the same month; and on that date, at the meeting of the insular parliament, the council and representatives being present, the general above referred to, as delegate of the mother country, read the message delivering the management of the

interests of the country into the hands of the men elected by the vote of the people, and approved the colonial statute on July 20.

The insular chambers had then been constituted and a responsible government established with the Governor-General at its head as delegate of the mother country and as a supreme bond of national unity.

It was not possible to establish the municipalities by popular suffrage owing to the American invasion, which began in the latter part of July, at Guánica and Ponce. The town councils continued to be governed by the municipal law of 1896, and the towns are still administered under it with the exception of the modifications introduced in that law through the general orders of the American military government.

Such were the social conditions existing in the island previous to the American occupation, as far as the administrative-political order is concerned.

Before the establishment of autonomy that régime consisted of a governor-general and a civil secretary; a board of authorities composed of the governor-general, the bishop, the military governor commanding the post, the chief commander of the navy, the president of the territorial higher court, the "fiscal" of said court, the intendant-general of the treasury, and the civil secretary; a council of administration consisting of the aforesaid personalities to which were added the lieutenant-colonel of volunteers, five provincial deputies, four members appointed by the King, two counselors, with power to bring any matter before the assembly, one secretary, two first-class officials, five fifth-class officials, two first-class clerks, one second-class clerk, two third-class clerks, one doorkeeper, and one janitor.

The municipalities of the island rendered their accounts to a provincial deputation composed of a president, one vice-president, and nine deputies, and having one secretary and one hundred and seventeen employees of different ranks. The provincial deputation had its own budget of receipts and expenditures independently of the insular treasury and those of the municipalities. The municipal councils defrayed the expenses of the deputation by means of a provincial assessment.

Reporting directly to the governor-general there were the district delegates of San Juan and Ponce; the technical boards of public works, education, communications, and health; the territorial higher court in San Juan and criminal higher courts at Ponce and Mayaguez, and to the higher courts all the primary courts, two at San Juan, and one each at Caguas, Humacao, Vega Baja, Guayama, Mayaguez, Arecibo, Aguadilla, San Germán, and Utuado.

There depended also on the governor-general the provincial board of education, composed of the governor-general as president and the "fiscal" of the court of appeals, a judge of first instance, a councilman of the municipal council of San Juan, the director of the institute, the director of the normal school, the provisor of the episcopate, the two inspectors of public instruction and four heads of families as voting members, one secretary, three officials, and one warden or janitor. In every town there was a local board of education. In San Juan, an institute of higher education with fourteen professors and five subordinate employees; one normal school for male teachers with twelve professors and two subaltern employees; one normal high school for female teachers, with ten professors, and elementary, auxiliary, country, and adult schools throughout the island.

There were also established one provincial board of agriculture, industry, and commerce; one chamber of commerce, industry, and navigation; one board of harbor works in San Juan, one at Ponce, and another at Mayaguez.

As to the judiciary, the territorial higher court in San Juan continued as heretofore with a president, a "fiscal" or attorney, a hall president, five magistrates, an assistant attorney, an advocate attorney, three hall secretaries, a court physician, and eighteen subordinate employees; the criminal higher courts at Ponce and Mayaguez, with a president, a "fiscal" or attorney, two magistrates, an assistant attorney, a secretary, a court physician, and a hall officer; and the primary and municipal courts. Thus the judiciary remained exactly as it had been during the worst period of colonial times, except that a very few natives had been appointed to office. There also continued the same nine offices of registrars of deeds and the twenty-five offices of the notaries.

In the religious order there was no change whatever; one Catholic episcopate with one peninsular bishop, one Catholic cathedral with its chapter, nearly all of its canons being native Spaniards, and a Spanish Catholic clergy in all the prebends throughout the island with the exception of some insular coadjutors.

In public education few changes were made, notwithstanding the existence of a department especially devoted to this particular branch. There were in the island 497 schools, to which 7,157 girls and 15,108 boys assisted, making a total of 22,265 pupils.

The postal and telegraph service during the autonomic period continued exactly as it had been before—the same methods of carrying the mails by land and sea and of

transmitting messages by wires and cable. Since 1870 we are in communication by cable with foreign countries over the lines of the West India and Panama Company, Limited. The steamers of the Spanish, French, German, and American trans-Atlantic and intercolonial lines have also contributed to the mail service of the island.

This island, which in 1797, according to the census of that year, contained 138,758 inhabitants, had reached in 1897 a population of 899,394, made up as follows: Whites, 573,187; mixed races, 241,900; negroes, 75,824; besides over 7,014 belonging to the army, 368 to the navy, and 1,101 convicts, which shows the great increase of its population during the present century.

Public opinion was represented by the following newspapers: *La Correspondencia*, *El Boletín Mercantil*, *La Unión*, *El Buscapié*, *El Liberal*, *El País*, *El Ensayo Obrero*, *El Listín Comercial*, *El Magisterio*, *El Boletín Eclesiástico*, in San Juan; *La Democracia*, *El Autonomista*, *El Domingo Alegre*, *El Listín Mercantil*, in Ponce; *El Imparcial*, *El Diario Popular*, *La Bruja*, in Mayaguez; *El Criterio*, in Humacao, and a few others in the rest of the towns of the island, and the spirit of association for the progress and advancement of the island was represented by the "Economical Society of Friends of the Country," whose foundation dates back to 1813; the bar association, established in 1840; the Puerto Rican Atheneum, established since 1875; the colleges of notaries and solicitors, since 1874, and the Medico-Pharmatheatical *Mont-de-Piété*, since —, and the several savings and mutual benefit associations scattered over the island, and the provincial and local committees of the liberal and radical parties, which strive for political mastery and the control of the government of the island.

It may be said that the only change brought about by the charter of autonomy in the Puerto Rican colony was of a political administrative order.

II.

ECONOMIC CONDITIONS.

Agriculture is the principal basis of the wealth of the island of Puerto Rico, but it has been so overburdened with taxation that it has failed to attain a truly flourishing condition.

The insular budgets amounted to about 4,000,000 pesos, while those of the provincial deputation and municipalities reached to about 8,000,000 pesos. Thus the taxpayers have had to defray the annual expenses of the official centers, amounting to 12,000,000 pesos.

Of this amount half a million went toward meeting the expenses of the ministry of the colonies, something over 1,500,000 toward supporting the army, and the balance was applied to paying the Catholic clergy, canons, prebends, civil and military pensions, religious orders for men and women, and a multitude of employees of different classes and ranks.

Public instruction occupied in the budget of the insular treasury a secondary place, and the greater part of the expenses of education was defrayed by the municipalities.

Regarding the construction of highways and public roads, they were nearly all in embryo or under consideration, excepting the central highway that leads from San Juan to Ponce.

These proceedings in the budgets of the island were not due to ignorance of economics on the part of rulers, but rather, be it said with shame, to a refined malice and injustice toward the people of Puerto Rico. The colonial minister, Don Diego Lopez Ballesteros, on June 21, 1864, on submitting the budget of Puerto Rico for the fiscal year 1864-65 to the approval of the Queen of Spain, took occasion to remark that "the budgets of the colonies would never be what they should as long as the expenses of the fiscal and defense services exceeded those devoted to public education and the promotion of whatever tended to develop production and commerce without unjustly burdening the substance of taxpayers."

These were the words of the colonial minister in 1864, and in 1897, that is to say, thirty-three years later, public education and works for the advancement of the country continued in the budgets of the island to be placed far below the appropriations for maintenance of the army and navy and for the expenses of the Government.

The economic condition of the island, therefore, could not, under the Spanish domination, come up to the level it should have reached if the great fertility of its soil and the spirit of civilization which it has displayed in some other directions are taken into account.

The island has an area of about 9,500 square kilometers, out of which 8,525, i. e., 2,089,761 cuerdas, were variously cultivated and utilized.

The agricultural statistics of the country for 1897 show that in that year the total number of property holders was 50,733 and the total number of agricultural estates 60,953, estimated at from 48,000,000 to 49,000,000 pesos.

Of these agricultural estates 61,498.23 cuerdas were dedicated to the cultivation of sugar cane; 122,399.76 cuerdas to coffee plantations; 4,264.07 cuerdas to tobacco; 93,511.08 cuerdas to the cultivation of minor fruits; 16,277.23 cuerdas to other cultivation; 1,127,537.55 cuerdas to pasture lands, and 664,273.37 cuerdas to other products, with a total value of 48,644,584 pesos.

It may be seen, by these statistical data, that more than one-half of the arable land in the island is devoted to stock farming; the land under the heading "other products" has not yet been duly exploited.

There were in the stock farms, in that year, 395,792 head of live stock, including 67,751 horses, 4,464 mules, 717 donkeys, 303,612 head of black cattle, 2,055 sheep, 5,779 goats, and 13,411 hogs.

If horses, mules, and donkeys are averaged at \$30 each, sheep at \$5, goats at \$4, hogs at \$5, and black cattle at \$20 per head we have a total of from 8,000,000 to 9,000,000 pesos worth of live stock.

In the year 1897 the island exported black cattle to the amount of 220,680 pesos. Two thousand four hundred and twenty head went to Cuba; 1,471 to the English colonies; 1,312 to the French possessions; 304 to the Danish West Indies; 10 to Santo Domingo.

The value of real estate amounted that same year, 1897, to 28,867,928 pesos 79 centavos.

Thus the agricultural resources, real property, and live stock of the island made, in the year 1897, a grand total of about 86,000,000 pesos.

Sugar cane has been always regarded in the island as its main source of wealth. From 1850 to 1897 the year of greatest production was 1879, when the island produced 154,839,562 kilograms, reaching a value of 4,645,186 pesos 86 centavos. Nevertheless, in the previous year, 1878, a much smaller production, 76,536,701 kilos, obtained a value of 7,487,211 pesos 97 centavos.

It should also be taken into account that in the year 1879 the Spanish Government taxed cane products, for the first time and contrary to sound economic principles, with an export duty amounting to 313,600 pesos 50 centavos. That duty remained in force until 1889, when the exportation of sugar was declared free.

Cane-juice sirup and molasses have also yielded every year a fair production. In 1897 cane-juice sirup was exported amounting to \$82,990.78, and molasses to \$403,519.62.

In July, 1878, there remained in the island 505 sugar estates, the cultivation of 138 having been abandoned.

In 1880 there were central factories established in the townships of Loiza, Vega Baja, Aguada, Naguabo, and Maunabo, while projects were being considered for the establishment of more important ones in all the departments of the island, where, according to statistics furnished by agricultural societies, there was ample room for 46 such central factories.

Upon the occupation by the United States, the island contained 249 sugar estates and 22 central factories.

The island of Puerto Rico with due protection from the Government, and making use of modern improvements for the extraction of sugar, can easily produce more than 300,000 tons of sugar, inasmuch as in the year 1879 it produced 170,000 tons.

The production of coffee is also one of the principal resources of the island, it having begun to increase in 1873, when its exportation had already amounted to 1,110,928 pesos 48 centavos. It fluctuated in the neighborhood of 1,000,000 up to the year 1877, when it reached 3,010,338.53 pesos. In 1879 it reached 5,000,000 pesos. That year the Spanish Government taxed said produce with an export duty amounting to 156,934 pesos 66 centavos. In 1881 coffee produced over 7,000,000 pesos; in 1892, more than 9,000,000 pesos; in 1893 and 1894, over 11,000,000 pesos; in 1896, over 13,000,000 pesos, and in the year 1897, 12,222,599 pesos 48 centavos.

The year of greatest production of coffee was 1879, when it reached 30,527,901 kilograms, with a value of 5,189,743 pesos 17 centavos. In 1896 the production did not exceed 26,662,194 kilograms, but it amounted to 13,864,340 pesos 88 centavos in value. There is in the island much land suitable for the cultivation of coffee in which it has not yet been planted.

Coffee production reached its highest point in 1879, when it amounted to 33,182½ tons. That production can easily be doubled if land holders find due protection.

Tobacco has also been one of our sources of wealth. The planting of tobacco has been in direct ratio to the protection afforded by the Government to the leaf. From 1850 up to the present date, the year of largest production was 1880, when it amounted to 5,540,235 kilograms, with a value of \$31,035 pesos 45 centavos. In 1897 the production was only 2,843,615 kilograms, but it was worth 1,194,318 pesos 30 centavos. The day when in Puerto Rico landholders devoted to planting tobacco find a uniform and

constant protection from the Government, thereby encouraging the manufacture of the leaf in the country, it will be able to sustain in all the markets of the world a strong competition with the best cigars and cigarettes manufactured in the island of Cuba.

There is in the island another product that has a bright future, namely, the cocoanut. In the year 1897, 14,425.26 pesos worth of cocoanuts was exported to the United States; 8,554.26 pesos worth to Cuba, and 4,758.82 pesos worth to the Spanish peninsula.

There are along the coasts of the island of Puerto Rico large tracts of sandy lands that are fit for planting cocoanut palm trees. The day when said land, now of little value, be devoted to cocoanut groves, a large production of that fruit will be obtained, as is the case in some of the South Pacific islands.

Another source of wealth in the island is the exportation of cattle hides. In the year 1897, 49,932 pesos worth of hides were exported to the Spanish peninsula, 12,251.58 pesos worth to France, 7,028.10 pesos worth to Germany, 1,681.12 pesos worth to Italy, and 959.50 pesos worth to Cuba. Instead of exporting this raw material to foreign countries it would be better to protect the tanning and hide dressing industries in the island, which would be followed by the establishment of factories for the supply of fine shoes, saddles, belts, harnesses, etc., at all the principal towns of the island.

Another source of our wealth is rum. Two hundred thousand one hundred and five liters, worth 20,010 pesos 50 centavos, were exported in the year 1897 to the Spanish peninsula; 86,508 liters, worth 8,655.80 pesos, to Africa; 15,783 liters, worth 1,578 pesos 30 centavos, to the United States; 4,663 liters, worth 466.30 pesos, to France; 18,367 liters, worth 183.70 pesos, to Italy, and 1,060 liters, worth 106 pesos, to Cuba.

On the other hand, alcohol and spirits were imported from Spain, England, and France, though in small quantities; from the first mentioned place 717 liters, worth 143.40 pesos; from the second, 125 liters, worth 25 pesos, and from the last, 6 liters, worth 1.20 pesos. But there was an importation of liquors and brandies aggregating 178,645 liters and valued at 54,642.32 pesos, which well might have been manufactured in the country, without counting the ale and beer imported, reaching 563,788 liters, worth 111,422.76 pesos, which also could have been made in the country instead of paying this tribute to the foreigner.

There are other exports of less importance, as malagueta or "bay" rum, of which 50,177 liters, worth 7,520 pesos 55 centavos, were exported in that same year to the United States, and 162 liters, worth 34.30 pesos, to the Danish possessions.

Four hundred and twenty kilograms of vegetable guano, worth 46 pesos 20 centavos, were exported in the year 1897 to the Spanish peninsula; 50,339 kilos, worth 5,537.29 pesos, to Cuba.

Two hundred sweet oranges, worth 50 centavos, were exported to the Spanish Peninsula; 939,798, worth 2,349.49 pesos, to the United States; 46,000, worth 115 pesos, to Cuba; 17,000, worth 42 pesos 50 centavos, to the Danish West Indies; and 1,050, worth 2 pesos 63 centavos, to the English possessions.

Thirty liters of essential oil of malagueta, worth 120 pesos, were exported to the United States, and 193 liters, worth 772 pesos, to the Danish possessions.

Five thousand seven hundred and fifteen kilograms of cocoa, worth 2,286 pesos, were exported to the Spanish peninsula.

Thirty-four thousand five hundred and forty-six kilograms of achiote, or annatto, worth 1,727 pesos 30 centavos, were exported to Germany; 10,773 kilograms, worth 583.65 pesos, to the United States; 8,481 kilograms, worth 424 pesos 5 centavos, to France; and 1,013 kilograms, worth 50 pesos 65 centavos, to the Danish possessions.

Fifty-eight kilograms of chocolate, worth 46 pesos 40 centavos were exported to the Spanish peninsula.

Sixty thousand eight hundred and twenty-seven kilograms of starch, worth 6,690.97 pesos, were exported to Cuba, and 728 kilograms, worth 80 pesos 8 centavos, to Santo Domingo.

Six hundred and ten kilograms of tamarind pulp, worth 61 pesos, were exported to the United States, and 6,984 kilograms, worth 698.40 pesos, to England.

One thousand two hundred and eleven kilograms of "hedionda" (*Anagyris fetida*), worth 121 pesos 10 centavos were exported to the Spanish peninsula, and 1,117 kilograms, worth 111 pesos 70 centavos, to Cuba.

One million two hundred thousand pineapples, worth 840 pesos, were exported to the United States.

Two hundred and twenty thousand kilograms of salt, worth 6,600 pesos, were exported to the Dutch possessions.

Two thousand two hundred kilograms of fleshy sides of hides, worth 110 pesos, were exported to Spain.

One thousand three hundred and forty-nine kilograms of cocoa shell, worth 13 pesos 49 centavos were exported to the Spanish peninsula.

Five thousand and thirty-two kilograms of tobacco seed, worth 2,113 pesos 44 centavos, were exported to Cuba.

Four thousand eight hundred and ninety-nine kilos of peanuts, worth 489 pesos 90 centavos, were exported to Cuba.

Five thousand three hundred kilograms of ginger, worth 530 pesos, were exported to the United States.

Seven thousand six hundred and four kilograms of melted tallow, worth 760 pesos 40 centavos, were exported to the Spanish Peninsula, and 109,020 kilos, worth 10,902 pesos, to Cuba.

Besides, large quantities of minor fruits were exported to Cuba and Santo Domingo in said year 1897.

The current coin in the island before the cession was a special silver piece recently ordered to be minted for Puerto Rico by Colonial Minister Castellanos. Puerto Rico has been the country of untold exchanges of coin, whereby she has been vilely victimized. May 5, 1857, by virtue of a royal decree, the "macuquina" (cut coin) then in circulation was called in and ordered to be exchanged for that of the Spanish peninsular stamp at a discount of $12\frac{1}{2}$ per cent. The macuquina had been coined at Venezuela before the loss of that country by Spain, and its origin was as Spanish as that of the peninsular coin. It was only a little worn out. In order to cover the deficit resulting therefrom a transitory export duty of one-half real fuerte was imposed on each hundredweight of sugar, 2 reals on each hundredweight of coffee, 3 reals on each hundredweight of tobacco, 4 reals on each hogshead of molasses, 8 reals on each hogshead of rum, and 3 per cent on all salaries and pensions paid out of the insular treasury. Those duties were abolished in April, 1862. The Government sent from the peninsula 1,350,000 Spanish pesos to exchange them for the macuquina, and the insular treasury had to cover the deficit of \$215,466.40 in order to complete the exchange, amounting to \$1,565,466.40. In 1867 the copper coin of Santo Domingo was brought into the country, owing to the loss of that island by Spain. In 1867, by virtue of a royal decree, foreign money was allowed to circulate in the island at the following value in Spanish money: The United States \$20, double eagle, equaled 38 escudos (380 reals vellon); the dollar equaled 19 reals; the French gold coin of 20 francs equaled 76 reals vellon, and the napoleon equaled 19 reals vellon. Merchants, in order to keep the gold in our market, gave the American eagle the value of 16 $\frac{1}{2}$ pesos, and to the Spanish doubloon the value of 17 pesos. The best period as to monetary conditions in the island lasted up to the year 1879. By virtue of the royal decree of February 22, 1879, it was ordered to officially admit into circulation the Mexican silver dollar piece with a value equal to that of the United States—that is, 95 centavos each peso—and the royal order of August 6, 1881, authorized its free circulation. Then it was that the celebrated Hermua negotiation was carried into effect, Mexican pesos being obtained at 20 per cent profit. That was a gross error, in which private speculation took part under different forms. To write the history of that transaction does not belong to this place.

In 1883 the whole country already felt the effects of that negotiation, and the chambers of commerce and official and private commissions began to act with a view to remedying the evil. More than 400 documents were sent to Madrid showing the need of applying prompt remedy to that condition of things. Mexican money was acquired outside the island at 59 and 60 centavos, and it was made to circulate in Puerto Rico with a commercial value of 100 centavos and in the official centers with a value of 95 centavos. The smuggler baffled the vigilance exercised by the custom-house officers. At last, on the 28th of October, 1895, the Mexican coin was called in and ordered exchanged for a special provincial coin. About 7,000,000 pesos of large and small Mexican pieces were withdrawn; but only 6,426,393 pesos were exchanged. Of the provincial money, 8,300,000 special pesos were sent and 1,060,000 pesos' worth of pesetas and vellons. Both amounts make a total of 9,360,000 pesos. One million two hundred thousand pesos were never received in the treasury, being transferred from the ship on which they came to the ship on which they were to return to Spain. Besides, 1,733,607 pesos were taken back as surplus because of the lack of Mexicans for which to exchange them. Both amounts make a total of 2,933,607 pesos, which was coined again in Madrid into peninsular money. Therefore, the exchange for provincial silver only amounted to 6,426,393 pesos.

The coinage of these 9,000,000 cost Puerto Rico 362,000 pesetas. Packing, transportation, and insurance cost 423,000 pesetas. Two hundred and fifty-three thousand

pesetas were paid to the Spanish Bank as interest on loan for advance of bar silver to coin the provincial money. The engraving of the exchange tickets that were used in the island for twenty-one days cost Puerto Rico 172,000 pesetas. Of that sum, 23,764 pesetas were paid as gratuities to the personnel of the mint, 2,000 to the officers of that particular section, and 1,600 to the personnel of the ministry of finance. Oh, Puerto Rico, how spoliated wert thou!

In respect to the 480,000 pesos that came in 5-peso gold coins, some of them, up to the amount of 69,084 pesos, were divided among the high officials, military as well as civil, and the rest, amounting to 410,416 pesos, were appropriated to buy a cruiser; that gold was therefore shipped back to the Spanish Peninsula. The first lot, 342,444 pesos, was sent on January 14, 1898; and the second, amounting to 68,472 pesos, on the 3d of February of that same year. That gold then only took a trip to the Lesser Antilles. Thus our monetary wealth suffered a loss of $12\frac{1}{2}$ per cent on being exchanged for the macuquina; 5 per cent on the introduction of the American money; 5 per cent more on the exchange for the Mexican, and again 5 per cent on the exchange for the provincial silver. All of which added makes a total loss of $27\frac{1}{2}$ per cent, and only to get a currency just as special as was the macuquina (called in 1858). Of course they assured us that it would be to our benefit to have a new coin with two-thousandths less of pure silver. Precisely as when a father places in the hands of his child a gold coin, lets it have it for a while, and then takes it away to keep it for himself and buy the child a toy.

There were at the capital only two banks, the Spanish Bank and the Territorial and Agricultural Bank, and a species of savings institution called the Popular Bank. The Spanish Bank was founded in February, 1890, with a stock capital of 1,500,000 pesos, and began operations with 25 per cent, say 375,000, the stockholders having paid in only 50 per cent of their stock, say 750 pesos, besides a reserve fund of 15 per cent, making 112,500 pesos.

This bank issued notes of from 5 pesos to 200 pesos, reaching a maximum issue in April, 1898, of 2,587,445 pesos. October 22, 1898, the assets of the Spanish Bank were, in account current, 6,331,599.79 pesos.

The Territorial and Agricultural Bank was founded on July 4, 1894, with a capital of 2,400,00 pesos, divided in four series of 6,000 shares each of 100 pesos.

It began its operations with the first issue of 600,000 pesos. It has made five issues of scrip, the first on January 25, 1895, for 57,000 provincial pesos; the second on March, 1895, for 114,000 pesos; the third on November 25, 1895, for 200,000 pesos; the fourth on November 25, 1895, (?) for 75,000 pesos, and the fifth on July 27, 1896, for 500,000 pesos. On June 15 of last year it had already redeemed 115,563 pesos of said scrip. Three hundred thousand pesos were held as collaterals by private parties; 116,000 pesos were in bonds deposited by public officials and contractors of works for the State, the diputacion provincial, and municipalities. In surities deposited at the same bank, 180,000 pesos, and held by capitalists 243,437 pesos, making a total of 955,000 pesos. This scrip earns an interest of 7 per cent per annum, payable every six months. One-third of the unencumbered scrip is held by religious communities. The assets of the bank in account current on October 14, 1898, amounted to 5,394,424.14 pesos.

The Popular Bank was established in January, 1894, with the fifth of its capital, say 1,000 pesos. Its business is to make loans of from 25 to 500 pesos, secured by signatures or mortgages, at the rate of 12 per cent per annum. It admits deposits at 6 per cent.

In Ponce there was already established an association with a capital of 200,000 pesos, called Credito y Ahorro Ponceño, which had opened business with an issue of 2,000 shares of 100 pesos each on February 10, 1895. Its balance for December 31 of last year showed assets of 1,131,037.48 pesos in account current. This corporation also admits deposits.

The Savings Bank of Mayaguez was founded in January, 1874, with a capital of 2,000 pesos, distributed in 100 shares of 40 pesos each. It does not admit deposits under 25 centavos or above 10 pesos, and pays an annual dividend of 6 per cent among shareholders and depositors, besides an extraordinary dividend which is distributed every December 31, and consists of all the profits. In addition thereto lots are cast every year for three prizes of 10, 15, and 25 pesos among such poor depositors as have deposited every Sunday during six months, without interruption, either 1 peso, 50 centavos, or 25 centavos, and have not drawn any money during that time. The assets of said bank on June 30, 1898, amounted to 298,791.90 pesos.

There are other banks, more or less of the same description, in San German and Sabana Grande.

The insular budget for 1897-98 showed appropriations for expenses amounting to

3,536,342.19 pesos, while the receipts were calculated at 3,939,500 pesos. That of the diputation provincial for the same year reached 1,217,700 pesos, expenses and receipts, and those of the municipalities, also for 1897-98, 2,814,597.84 pesos, receipts, and 2,811,978.07 expenses.

INDUSTRIAL CONDITIONS.

Industry in Puerto Rico has not reached the degree of development enjoyed by other countries, owing not only to the lack of active private enterprise, but to the absence of the requisite protection on the part of former Spanish governments.

Despite all these drawbacks, our old Jamaica sugar mills have been substituted by improved machinery and implements; and the accompanying paper on the history of sugar cane and its products in the island, as also the statistics of exportation of sugar, will reveal the progress made during the past years and furnish an idea of what might be obtained under proper protection.

As to coffee, perfected mills and apparatus have been imported to dry, classify, and polish the aromatic bean, and thus has it been able to hold its own against the products of mocha and java in the markets of the world. Herewith we present a history and statistics of exportation of this staple product.

Our tobacco is of as good a quality as that of Cuba, and until recently Habana was the best market for our wrappers and fillers. The Cuban growers, fearing our competition, have succeeded in prevailing upon the government to shut out our tobacco. In this country the leaf is manufactured into chewing plugs, smoking tobacco, wrappers, cigars, and cigarettes. Lately important manufactures have been established in the country, and should the Federal Government extend its protection to this industry it will no doubt prove a formidable rival to that of Habana and be an inexhaustible source of wealth.

There are, besides, in the line of industry, some foundries, a number of factories turning out matches, soup paste, chocolate, ice, soap, candles, hats, preserved fruits, etc.; tanneries, distilleries, lithograph printing, cabinetmaking, petroleum refinery, gas and electric light plants, telephones, aqueducts, not to mention many other minor trades; and lastly, our marble and other stone quarries are beginning to be worked successfully.

Such was—described at great strokes of the pen—the social, economic, and industrial condition of the island before the occupation by the United States.

Statement of amounts spent in the exchange of Mexican money (1895).

Sent in provincial pesos.....	\$8,300,000	
Sent in small pieces	1,060,000	
		\$9,360,000
Amount returned, not received into the Treasury	1,200,000	
Amount returned, in excess.....	1,733,607	
		2,933,607
Making a total investment in silver.....		6,426,393
Sent in gold		480,000
Sent in bronze		70,000
Total spent		6,976,393
NOTE.—From the amount sent in gold, namely.....		480,000
the following were returned to Spain during Mr. José Severo Quiñones's term as general intendant of finances:		
On January 14, 1898, warrant of payment No. 14.....	\$342,444	
On February 3, 1898, warrant of payment No. 1.....	68,472	
		410,916
Then, the amount spent in the island was only.....		69,084

Statement of amounts spent in the exchange of the "macuquina" coin (1857).

DEBIT.

For remittance made by the treasury of the Peninsula, on Juan Sanchez Toledo's account, for the exchange of "macuquina" coin.	\$1, 350, 000. 00
For addition made by the treasury of Puerto Rico, to cover a deficit thereto	215, 466. 40
	<hr/> 1, 565, 466. 40

General expenses:

Transportation of \$1,350,000 to the port of Cadiz...	\$10, 880. 63
Expenses incurred upon in the island (Puerto Rico) while putting into circulation the official coin and withdrawing the "macuquina" for shipment.....	25, 863. 64
Transportation to the Peninsula of \$1,761,149.70 "macuquinos" pesos withdrawn, and recoinage of same.	93, 892. 80
	<hr/> 130, 637. 07
	<hr/> 1, 696, 103. 47

CREDIT.

For the benefit obtained on the recoinage of 1,761,149.70 "macuquinas" pesos at the mints of Madrid and Sevilla.....	\$1, 240, 938. 39
4 per cent profit obtained on the drafts in favor of the treasury of the Peninsula for 213,835.04 pesos, for reimbursement made to the treasury of Puerto Rico.....	8, 224. 42
Collections for various duties on exportation, made by the custom-houses of the island, from August 1, 1857, to April 31, 1859	\$341, 815. 36
Collected for discount of 3 per cent on all salaries and pensions paid by the State during the same time.....	99, 107. 35
	<hr/> 440, 922. 71
Collected by the custom-houses for duties, from the 1st to the 5th, both included, of May, 1860, to be received into the treasury.....	6, 684. 45
	<hr/> 1, 696, 769. 97

RECAPITULATION.

Amount of debits of this statement.....	\$1, 696, 103. 47
Amount of credits of this statement.....	1, 696, 769. 97
	<hr/>
Excess, at His Majesty's Government's order.....	666. 50

Agrarian measures of Puerto Rico.

The cuerda	75 varas per side. 5,625 square varas. 39, 30, 30 areas (formerly). 40, 79, 789 areas (at present). 4,079.888 square meters.
The caballeria	200 cuerdas.
The acre	43,560 English square feet. 47,698 Spanish square feet. 4,840 yards square. 4,046 square meters.

NOTE.—The acre has about 20 square varas more than the cuerda.

SAN JUAN, P. R., October 6, 1899.

SIR: The slaves liberated by the law of March 22, 1873, were a trifle over 31,000, whose greater part was estimated at the value of 200 pesos each. The debt for which appropriation was made in the budget amounted to 700,000 pesos per year, to pay out 7,000,000, with interest, up to the fiscal year 1889-90, when the total debt amounted

to 11,018,020 pesos. Out of this amount 10,996,219 have already been paid, and a balance of 21,801 is still outstanding.

Very respectfully,

CAYETANO COLL Y TOSTE, Jr.,
Civil Secretary.

Brig. Gen. GEORGE W. DAVIS,
Commanding the Department, San Juan, P. R.

GOBERNADORES DE LA ISLA DE PUERTO RICO.

1. Juan Ponce de Leon, nombrado por SS. A.A., en 2 de Marzo de 1510, capitán de la isla en propiedad, entregó el mando, por prescripción regia, el año 1511 á

2. Juan Ceron y Miguel Diaz, nombrados por el Almirante Don Diego Colón en uso de derechos reconocidos por el Consejo de Indias. Gobernaron hasta 1514, en que el propio Almirante los reemplazó por

3. El Comendador Moscoso, cuyo gobierno fué muy corto, resignando la autoridad en el mismo año, en

4. Cristobal de Mendoza, quien practicó la expedición contra los indios de Vieques y se marchó á Sevilla, sustituido á su vez por

5. Juan Ponce de Leon, nombrado por segunda vez, el 27 de Septiembre de 1514, capitán de la isla con jurisdicción civil y criminal en mar y tierra. Gobernó siete años, y preparándose en 1520 para su segunda expedición á Florida, confió el mando á

6. Antonio de la Gama, que en Septiembre de 1519 habia venido á San Juan con el caracter de juez residenciador, contrayendo matrimonio con una hija de Ponce de León. Gama conservó la autoridad superior hasta principiar el año 1521, resignándola, por mandato del Emperador, en D. Diego Colón, quien eligió por teniente suyo á

7. Pedro Moreno, alcalde municipal, procurador que habia sido de la ciudad, quien conservó el mando hasta 1529, en cuyo año fué designado para sustituirle y residenciarle

8. Anyonio de la Gama, el yerno de Ponce de León, cuyas gestiones no debieron de ser muy satisfactorias, pues en 1531 se nombró á

9. Lucas Vazquez de Ayloón, oidor del audiencia de Santo Domingo, para que, asumiendo la autoridad general, procediese á residenciar á Moreno y á Gama á la vez. Este último marchóse á Venezuela, y terminada la residencia regresó Ayllón á la Española, en el propio año, confiándose el gobierno á

10. Francisco Manuel de Lando, alcalde municipal ordinario, como Moreno, y como aquel, nombrado su teniente por el almirante. Las funciones de Lando se prolongaron hasta 1537, en cuyo año reivindicó la Corona su derecho á designar los capitanes y justicias de San Juan. Esta determinación fué muy celebrada en la isla, pero como transcurrieron siete años sin ponerlo en práctica, continuaron gobernando en ese período los alcaldes ordinarios, con gran disgusto de los vecinos que se quejaban en 1541 de que faltaba cabeza. Por fin, en 1544 nombróse por S. M. capitán á

11. Geronimo Lebron, que llegó á Puerto Rico en 1545 y falleció de muerte natural quince días después de posesionarse del mando. Sustituyóle en el mismo año.

12. El Licenciado Cervantes de Loaysa, magistrado que residía en la Española, y cuyo nombramiento recayó á petición de los vecinos de San Juan. Sus rigideces le atrajeron tal desafección que en 1547 pedía el ayuntamiento al Monarca que no le dejasen á perpetuidad en el mando, porque sería perder la isla.

13. El Doctor Luis de Vallejo ocupó el gobierno en junio de 1550 y lo conservó hasta abril de 1554, reemplazándole.

14. El Licenciado Caraza, nombrado en 1555 y que gobernó hasta 1561 sucedióle

15. El Doctor Don Antonio de la Llama Vallejo, quien casó con Doña Leonor Ponce, hija del conquistador, y gobernó hasta 1564. En este año cesó el nombramiento de funcionarios civiles en la gobernación del país, designándose á

16. Don Francisco Bahamonde Lugo, capitán de caballos en Flandes, quien hubo de acudir en persona á hacer frente á nueva invasión de caribes por la bañada de San Germán, donde recibió un flechazo en un muslo que puso su vida en peligro. Terminó su gobierno en 1569 y se marchó á la metrópoli, de donde vino á sustituirle, á principios de 1570.

17. D. Francisco de Solis, natural de Salamanca, nombrado por cuatro años con 775,000 maravedís de salario. El lugar de Solís lo ocupó en 1575.

18. D. Francisco de Obando, quien continuó ejerciéndolo hasta 1580, sucediéndole.

19. D. Juan de Cespedes, que murió el mismo año. En diciembre de 1581 llegó á la isla el nuevo gobernador.

20. D. Juan Melgarejo, natural de Sevilla, que tuvo encargo de formar la descripción geográfica del país, y hubo de entregar el mando en 1583 al

21. D. Diego Melendez, que cita el padre abad y que gobernó la isla once años, de 1583 á 1594.

22. Pedro Xuarez, coronel, gobernó interinamente en 1593 y en 1595.
23. D. Alonso Mercado, en 1599, capitán.
24. D. Sancho Ochoa de Castro, en 1602.
25. D. Gabriel de Rojas, en 1603.
26. D. Felipe Beaumont y Navarra, en 1614.
27. D. Juan de Vargas, en 1620.
28. D. Juan de Haro, en 1625.
29. D. Enrique Henriquez, en 1630.
30. D. Inigo de la Mota (este muralló la ciudad de Puerto Rico), 1635.
31. D. Agustín de Silva, en 1656.
32. El Maestre de Campo D. Juan Perez de Guzman, en 1661.
33. El Maestre de Campo D. Geronimo de Velasco, en 1664.
34. El Maestre de Campo D. Gaspar de Arteaga, en 1670. Murió en 7 de marzo de 1674.
35. El Sargento Mayor D. Diego de Robladillo, en 1674, interino.
36. El Capitan D. Baltasar Figueroa, en 1674, interino.
37. El Maestre de Campo D. Alonso Campo, en 1675.
38. El Maestre de Campo D. Juan Robles, en 1678.
39. El Maestre de Campo D. Gaspar de Andino, en 1683.
40. El Maestre de Campo D. Gaspar de Arredondo, en 1690 hasta 1695.
41. El Sargento Mayor D. Tomás Franco, hasta 1698.
42. El Sargento Mayor D. Antonio Robles, hasta 1699, interino.
43. El Maestre de Campo D. Gaspar de Arredondo, gobernó el año 1699.
44. El Maestre de Campo D. Gabriel Gutierrez de Rivas, en 1700.
45. El Sargento Mayor D. Diego Villaran, en 1703, interino.
46. El Capitan Francisco Sanchez, en 1703, interino.
47. El Capitan Pedro de Arroyo, hasta 1705.
48. El Maestre de Campo D. Juan Morla, interino.
49. El Sargento Mayor D. Francisco Granados, hasta 1708.
50. El Coronel D. Juan Rivera, hasta 1713.
51. Don José Carreño, en 1716, interino.
52. El Sargento Mayor de Alonso Bertodano, en 1716.
53. El Sargento Mayor D. Francisco Granados, hasta 1720.
54. El Capitan de Caballos D. José Mendizabal, hasta 1724.
55. El Teniente Coronel D. Matías Abadia, hasta 1731.
56. El Sargento Mayor D. Domingo Nanglares, hasta 1743.
57. El Coronel D. Juan Colomo, en 1743.
58. El Coronel D. Agustín Pareja, hasta 1751.
59. El Teniente Coronel D. Matías Bravo, hasta 1755.
60. D. Mateo de Guazo.
61. D. Felipe Ramirez.
62. El Coronel D. Marcos de Vergara, 1766.
63. El Teniente Coronel D. José Tentor, interino.
64. El Coronel D. Miguel de Muesas, hasta 1775.
65. El Brigadier D. José Dufresne, hasta 1783.
66. El Brigadier D. Juan Daban, hasta 1789.
67. El Brigadier D. Miguel Ustariz, hasta 1792.
68. El Brigadier D. Francisco Torralbo, hasta 1795.
69. El Mariscal de Campo D. Ramón de Castro, hasta 1804.
70. El Mariscal de Campo D. Toribio de Montes, hasta 1809.
71. El Mariscal de Campo D. Salvador Melendez, hasta 1820.
72. El Brigadier D. Juan Vasco y Pascual, en 1820.
73. El Brigadier D. Gonzalo Aostegui, hasta 1822.
74. El Coronel D. José Navarro, en 1822, interino.
75. El Teniente General D. Miguel de la Torre, Conde de Torrependo, hasta 1837.
76. El Mariscal de Campo D. Francisco Moreda, hasta 1837.
77. El Mariscal de Campo D. Miguel Lopez Baños, hasta 1840.
78. El Teniente General D. Santiago Mendez Vigo, hasta 1844.
79. El Teniente General Conde de Mirasol, hasta 1847.
80. El Mariscal de Campo D. Juan Prim, Conde de Reus, hasta 1848.
81. El Teniente General D. Juan de la Pezuela, hasta 1851.
82. El Mariscal de Campo Marques de España, hasta 1852, interino.
83. El Teniente General D. Fernando de Norzagaray, hasta 1855.
84. El Teniente General D. Andrés García Camba, en 1855.
85. El Teniente General D. José Lemery, hasta 1857.
86. El Teniente General D. Fernando Cotoner, hasta 1860.
87. El Teniente General D. Rafael Echague, hasta 1862.
88. El Brigadier D. Rafael Izquierdo, en 1862, interino.
89. El Teniente General D. Félix María de Messina, hasta 1865.

90. El Teniente General D. José María Marchesi, en 1867.
91. El Teniente General D. Julian Juan Pavia, en 1869.
92. D. José Laureano Sanz, Teniente General, en 1870.
93. D. Gabriel Baldrich, Teniente General, en 1872.
94. D. Ramón Gomez Pulido, Teniente General, en 1872.
95. D. Simón de la Torre, Teniente General, en 1872.
96. D. J. Martínez Plower, Teniente General, en 1873.
97. D. Rafael Primo de Rivera, Teniente General, en 1873.
98. D. José Laureano Sanz, Teniente General, en 1875.
99. D. Segundo de la Portilla, Teniente General, en 1877.
100. D. Manuel de la Serna, Teniente General, en 1878.
101. D. Eulogio Despujols, Teniente General, en 1881.
102. D. Segundo de la Portilla, Teniente General, en 1884.
103. D. Miguel de la Vega Inclan, Teniente General, en 1884.
104. D. Ramón Fajardo, Teniente General, en 1884.
105. D. Luis Daban, en 1885, Teniente General.
106. D. Romualdo Palacio, Teniente General, 1887.
107. D. Juan Contreras, interino, Mariscal de Campo, 1887.
108. D. Pedro Ruiz Dana, Teniente General, 1888.
109. D. José Lasso Perez, Teniente General, 1892.
110. D. Antonio Daban, Teniente General, 1893.
111. D. José Gamir, Teniente General, 1895.
112. D. Manuel Delgado Zulueta, interino, General de División, hasta el 15 de Febrero de 1896.
113. D. Sabas Marin, Teniente General, hasta el 4 de Enero de 1898.
114. D. Ricardo Ortega, General de División, 4 de Enero 1898, hasta el 11 del mismo mes, interino.
115. D. Andres Gonzalez Muñoz, Teniente General, 11 de Enero de 1898 (Murió el mismo día.)
116. D. Ricardo Ortega, General de División, 12 de Enero 1898, interino, hasta 2 de Febrero de 1898.
117. D. Manuel Macias y Casado, Teniente General, desde 2 de Febrero de 1898, hasta 16 de Octubre de 1898.
118. D. Ricardo Ortega, General de División, interino, desde el 16 de Octubre de 1898, hasta el 18 del mismo, en que hizo entrega del Gobierno General de la Isla al Major-General John R. Brooke.

HURACÁNES DE LA ISLA DE PUERTO RICO.

Julio de 1515.—Los Oficiales Reales de Caparra dan cuenta al Monarca de este huracán que causó la muerte de muchos indios.

4 de Octubre de 1526.—Juan de Vadillo da cuenta al Monarca de esta tormenta, que derribó la mayor parte de esta Ciudad. Tenía la Capital entonces cinco años de fundada.

26 de Julio de 1530.—El Gobernador Olando, da cuenta de ella al Gobierno.

23 de Agosto de 1530.—Id.

31 de Agosto de 1530.—Id.

Julio y Agosto de 1537.—En estos dos meses hubieron tres tormentas sin poder precisar los días. Datos de la biblioteca de Tapia.

21 de Setiembre de 1615.—La refiere el Padre Vargas. El Monarca concedió 3,000 ducados para componer la Iglesia Catedral.

1740 (Sin precisar mes).—La describen Nogaret y Ledrú, dice destruyó un bosque de palmeras que estaba cerca de Ponce.

28 de Agosto de 1772.—La describe Fray Iñigo Abad.

4 de Setiembre de 1804.—Lo describe Moread de Jonnes.

23 de Julio de 1813.—La describe el Intendente Ramírez en el Diario económico.

23 de Julio de 1814.—La describe tambien el Intendente Ramirez.

21 de Setiembre de 1819.—(San Mateo) La describe D. Pedro Tomás de Córdova, Secretario de Gobierno.

26 de Julio de 1825.—(Santa Ana) Id.

2 de Agosto de 1837.—(Los Angeles) la cita D. José Julián Acosta.

18 de Agosto de 1851.—(San Agapito) la cita Acosta.

12 de Octubre de 1867.—(San Narciso) la describe D. Vicente Fontán, Oficial de Hacienda.

13 de Setiembre de 1876.—(San Felipe).

16 de Agosto de 1893.—(San Roque).

8 de Agosto de 1899.—(San Ciriaco).

APPENDIX J.

BANCO ESPAÑOL DE PUERTO RICO, CENTRAL OFFICE AT SAN JUAN.

Statement of cash on the 30th of September, 1899.

In American gold	\$27, 040. 00
In American silver, nickel, and bronze.....	997. 37
In American bank notes	7, 299. 00
In foreign gold (Spanish, English, etc.)	3, 781. 00
In provincial silver (provincial pesos)	1, 525, 184. 75
In bank notes (Banco Español de Puerto Rico)	678, 570. 00
Bank notes of Banco Español de Puerto Rico in circulation on the 30th of September, 1899 (without making deduction of these that may now be in our branch office at Mayaguez) (provincial pesos)	1, 015, 470. 00

Statement of cash in our branch office at Mayaguez on the 28th of September, 1899.

In provincial coin (pesos)	\$209, 766. 87
Bank notes (Banco Español de Puerto Rico)	6, 870. 00

As we have not yet received the statement of cash in our branch office at Mayaguez corresponding to the 30th of September ultimo we can not fix it now, and it is also very difficult, if not impossible, for us to fix those of other bank establishments, as they have not yet published their statements, and therefore they are unknown to us.

San Juan, P. R., October 2, 1899.

CARLOS M. SOLER, *Subdirector.*

Brig. Gen. GEO. W. DAVIS,
Governor of Puerto Rico.

SAN JUAN, *August 10, 1899.*

HONORABLE SIR: I have the honor to answer your letter of the 7th instant, which I have just received.

The emission of bills of this bank reached its maximum in April, 1898, going as high as \$2,587,445, money of Puerto Rico, and which was in circulation almost in its totality.

The bills issued amount to-day to \$1,794,040 of the said money, but yesterday, the 9th August, at 3.30 p. m. (hour of striking the cash balance), there were only in circulation bills for \$907,645, we having in our safes the remaining \$886,395.

The special silver money which Spain put in circulation on account of the exchange for the Mexican money owing to the orders of the 6th December, 1895, and 27th February, 1896, amounted as under:

In money of one silver peso	\$5, 561, 000
In fractional money	1, 015, 000
In copper.....	70, 000

It can be calculated that of the copper coin there does not remain in the island above 45,000 pesos.

At the return of the Spanish troops to their homes they carried away with them about \$600,000 in 1-peso pieces, and estimating in \$100,000 the drawing of money for private individuals, we are not far out of the truth in giving the following calculation of the stock of the special money in the island:

Money in 1 silver peso	\$4, 875, 000. 00
Money in fractional peso.....	1, 000, 000. 00
Money in copper	45, 000. 00

Total	5, 920, 000. 00
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Of this sum the Spanish Bank had in the evening of yesterday in the safes:

Of the Central	\$1, 576, 500. 09
In the Branch at Mayaguez	240, 000. 00

Total	1, 816, 500. 09
The Banco Territorial, about	175, 000. 00
The Credito and Ahorro Ponceno.....	700, 000. 00

Without being able to ascertain the stock of the Colonial Bank in Puerto Rico money, as we have never seen any of their balance sheets.

The remaining \$3,228,500 to complete the calculated stock is distributed between the treasury of the State and a very small portion in the hands of the corporation and private individuals.

Before finishing allow me to state also that the currency suffers greatly the lack of coin, because, according to our judgment, it is far from being exact the idea noted down by the commission and imported to the honorable President that since September and October have come into the country \$5,000,000 in American money.

This bank has a special pleasure in acquainting you that it shall always be at your orders to furnish you all the information you may deem necessary, having a great honor in giving you whatever datums you may require and consider of utility.

I have the honor to remain, honorable sir, yours, most respectfully,

CARLOS M. SOLER, *Subdirector.*

APPENDIX K.

Classification, extension, location, and valuation of government lands in Puerto Rico.

[Compiled from information furnished by Dr. Cayetano Coll y Toste, civil secretary.]

Names of towns and barrios.	Names of properties.	Number of cuerdas.	Class.	Value.
Aibonito:				
Cuyon		615	Brush	\$369.00
Bayamon:				
Guaragua Arriba	Los Oficiales	70	Inferior	42.00
Do	Ensenada de Pueblo Viejo	352½	Brush	211.50
Catano	Sienea de la Mar	704½	Mangrove	211.35
Babo Rojo:				
Boqueron	Placeres	150	do	45.00
Llanos Costa	El Molino pitahaya		do	
(Maritime zone)	Ucarillo		do	
Carolina	Mangrove lands of Laguna San Jose up to the outskirts of San Juan	295	Brush	177.00
	Mangrove lands of Laguna Torrecillas and Cano Hojo Mulas	356	do	213.60
Cayey:				
Guabate	Santana	500½	Woodland	300.45
	Mangrove lands of Laguna Pinones Cano Hoyo Mula	890½	Brush	534.15
	Mangrove lands of Laguna Mata Redonda and Cano San Jose	112	do	67.20
Ceiba	Mangrove lands of Canuelos and Aguas Claras	400	do	240.00
	Mangrove lands of Puerto and Playa Macho	120	do	72.00
	Mangrove lands of Ensenada Honda	230	do	138.00
	Sierra de Luquillo	35,561	Woodland	21,336.60
Ciales:				
Alto Viejo	Arroyo	891	do	534.60
Cordilleras	Simarronas	534½	do	320.85
Fronton	Sumideros	891½	do	534.75
Cialitos	Vega-Grande	613½	do	367.95
Toro Negro	Sierra	1,249½	do	749.85
Fozas	Zanjones	891½	do	534.75
Fajardo:				
Guayaean	On the coast		Mangrove	
Rio Arriba			do	
Quebrada Vuelta	Caoba, Cabezas, etc.	150½	do	45.15
Sabana Pitahaya and Rio Abajo	Luquillo	4,170	Woodland	2,502.00
Rio Arriba	Palo quemado	713½	do	427.95
Guayama	Mangrove lands of Jobos, Las Marreas, Cano Grande, and Punta Caribe	399½	Brush	239.55
Guayanilla:				
Boca	Cerro Barraco	700	Rocky	420.00
Do	Cerro Criollo	800	do	480.00
Do	Ballena	713½	Woodland	428.25
Pasto	Sierra Guillarte	1,527	do	916.20
Do	Mangrove lands of port and bay	175	Brush	105.00
Juana Diaz:				
Guayabal	Las Cuevas	200	Calcareous	120.00
Do	Mangrove lands of coast	150½	do	90.30
Do	Barberia Island	42½	do	25.65
Lajas	Palgueras Palmarejo	692	Brush	415.20
	Pto. Pasaje	70½	do	42.30

Classification, extension, location, and valuation of government lands, etc.—Continued.

Names of towns and barrios.	Names of properties.	Number of cuerdas.	Class.	Value.
Las Piedras.....	Luquillo.....	4,579	Woodland.....	\$2,747.40
Loiza.....	Cubuy.....	600	Brush.....	360.00
	Luquillo.....	1,272	Woodland.....	763.20
	Pinones, Hoyomula, Yabolita.....	763		457.80
	Mata Redonda, Hoyo Mulas, and Cano Cangrejos.....	1,272	Brush.....	763.20
Luquillo:				
Pitahaya.....	Pitahaya.....	891½	Woodland.....	534.75
Sabana.....	Sabana.....	723½	do.....	434.10
Mameyes.....	Mameyes.....	445½	do.....	267.30
Mte. de Luquillo.....	Luquillo.....	5,088½	do.....	3,052.80
Maricao:	Mte. Maricao afuera.....	699½	do.....	419.85
Coamo:				
Cuyon.....		140	do.....	140.00
Aguabo:				
Santa Luisa.....	Algodones.....	2½	Broken.....	1.65
Pena Polse.....		713½	do.....	428.10
Rio Blanco.....	Luquillo.....	983½	do.....	590.25
Do.....	Algodones, Cano Prieto, Quebrada Palma, and Botija.....	178	Mangrove.....	107.80
Do.....	Boca de Dagua.....	60	do.....	36.00
Penuelas:				
Rucio.....	Cenote.....	160	Second and third.....	96.00
Do.....	Luquillo.....	3,661½	Woodland.....	2,916.90
Do.....	Mangrove lands of the coast.....	22	Brush.....	13.20
Rio Grande:	Miquillas and Boca de Rio Grande.....	250	Mangrove.....	75.00
Guzman.....		200	do.....	120.00
Do.....	Canovanas.....	2,463	Woodland.....	1,477.80
Do.....	Lazaro.....	2,463	do.....	1,477.80
Do.....	Yunque.....	3,307	do.....	1,984.20
Zarzar.....	Gimenez.....	2,970	do.....	1,782.00
Do.....	Miquillas and Boca Rio Grande.....	249½	Mangrove.....	149.85
Rio Piedras:	Bay of San Juan, Cano de M. Pena and Laguna San Jose.....	737½	do.....	221.32
	B. Anon.....	1,160½	Woodland.....	696.30
Sabana Grande.....	Las Peladas and Saco.....	2,790½	do.....	1,674.15
Salinas:				
Lapa.....		310½	do.....	186.45
Quebrada Yegua.....	Qda. Yegua.....	357½		214.35
Do.....	Cerro Aponte.....	200		120.00
San Juan:	Mangrove lands on the north of the bay, Cano Galo, San Antonio, La Regadera, D. Bartolo, Miraflores, Martin Pena, up to the bridge.....	703½	Brush.....	422.25
	Mangrove lands on the north shore of Cano Martin Pena and Laguna San Jose from bridge up to the jurisdiction of Carolina.....	63½	do.....	38.10
	Qda. Peeces.....	100½	Woodland.....	60.15
Santa Isabel.....	Costa Guanica.....	780	Mangrove.....	478.00
Utua:	Pta. de Yauca.....	119	Brush.....	71.40
Sta Rosa.....		1,000		600.00
Vivi Arriba.....	El Yauco.....	584½		325.55
Paso Palma.....	Cerro Morales.....	357½		214.35
Jaguey Arriba.....	Morrillos.....	1,783½		1,070.25
Mameyes.....	Alto Seco.....	534½	Woodland.....	320.70
Don Alonso.....	Palmar.....	891	do.....	534.60
Caguanas.....	Cordilleras.....	2,143	do.....	1,285.80
Angelos.....	Sumideros.....	257½	do.....	154.65
Do.....	Las Nueces.....	178½	do.....	107.25
Vega Baja:				
Pugnado Afuera.....	Los Oficiales de Milicia.....	200	Very poor.....	120.00
Do.....	Franceses.....	600	Barren.....	360.00
Vieques:				
Puerto Real.....	Cabeza del este.....	1,776½	Woodland.....	1,065.95
Do.....	Cayo de tierra.....	7½	Sandy.....	4.60
Puerta Diablo.....	Cayo de fuera.....	12	Brush.....	7.25
Puerta Ferre.....	Cayo Carenero.....	431½	Sandy.....	258.70
Do.....	Cayo Manuarqui.....	12	Rocky.....	7.20
Do.....	Cayo Real.....	7½		4.65
Do.....	Cerro Pirata.....	891½		534.75
Yauco:				
Fraile.....				
Rancheras.....				
Almacigo Alto.....				
	Las Piedras.....		Rocks.....	
	Mte. bo Guanica Susua, Barinas bajas and Boca Guanica.....	3,999	Brush and woodland.....	2,399.40

APPENDIX L.

Statement of mining claims in force in the island of Puerto Rico.

[By Dr. Cayetano Coll y Toste, civil secretary.]

Municipality.	No. of rec-ord.	Date.	Name of grantee.	Name of claim.	Location of mine.	Area of mine.	Kind of mineral.	Date of granting of title.	Annual tax on mine.	Remarks.
Cabo Rojo.....						<i>Hectares.</i>			<i>Pesos.</i>	
			Juan Comas and Alej. Colberg.	La Candelaria....	Ward, Pedernales, Cabo Rojo.	105	Salt.....	1, 10, 84	140.00	
	40	2, 18, 93	Alfredo Collado	Fortuna	Ward, Monte Grande, Cabo Rojo.	6	Phosphorite	4, 13, 93	30.00	
	27	10, 27, 98	Alberto del Toro.....	Caborrojena	Ward, Boqueron, Cabo Rojo.		Salt.....	4, 5, 90	506.80	
	41	2, 18, 93	Alfredo Collado	Buena Vista.....	Ward, Llanos Tuna, Cabo Rojo.	6	Phosphorite	6, 9, 94	30.00	
	45	4, 26, 93	Alejandro A. Colberg.	Mojá Casabe.....	Ward, Boqueron, Cabo Rojo.		Artificial salt.....	5, 5, 94	5.16	
Corozal	71	11, 16, 98	Daniel Hogan and J. Pierce.	Reina del Cobre....	Ward, Dos Bocas, Corozal.	12	Copper and silver.	5, 9, 99	48.00	
Guayama.....	29	7, 23, 90	Miguel Planellas	La Estrella	Ward, Carmen, Guayama	12	Lead.....	12, 9, 91	60.00	Leased to Mr. M. de Porrata-Doria.
	31	12, 17, 90	Arturo Aponte.....	Rosita	do	21	Galena	12, 9, 91	60.00	Do.
Gurabo	95	2, 7, 99	Pedro Santisteban Chavarri.	Caridad	Ward, Mamey, Gurabo.	12	Oxide of iron.....	5, 27, 99	33.00	
Humacao.....	98	2, 13, 99	do	San Anton.....	Ward, Collores, Humacao.	21	Iron	5, 27, 99	19.20	
	77	12, 17, 98	Agneso & Miner.....	Maria	Ward, Mariana, Humacao.	8	Iron and others ..	5, 9, 99	32.00	
Isabela	65	3, 17, 96	Joaquin de Alareon ..	Trabajo	Ward, Arenales Bajos, Isabela.	12	Phosphorite	1, 18, 97	19.20	
	47	9, 14, 93	do	La Asturiana.....	do	6	do	4, 27, 94	30.00	Transferred to Mrs. Fulgencia Garcia.
Juncos	94	2, 7, 99	Pedro Santisteban Chavarri.	La Carranzana	Ward, Collores, Juncos.	20	Iron	5, 27, 99	32.00	
	84	1, 4, 99	do	La Fe.....	Ward, Ceiba Norte, Juncos.	14	Iron sesquioxide ..	6, 9, 99	22.40	
Lajas	64	2, 6, 96	do	La Esperanza.....	Ward, La Ceiba, Juncos.	96	Iron	11, 12, 96	153.00	
	43	2, 18, 93	Alfredo Collado	Ceiba y Cuevas.....	Ward, Lajas Arriba, Lajas.	12	Phosphorite	6, 4, 94	60.00	
	17	11, 19, 83	Ulises Lopez.....	Fortuna	Town of Lajas.		Chlo. of sodium.....	4, 9, 84	145.44	
	33	5, 6, 91	Quevedo & Hess.....	La Monserrate.....	Ward, Mameyes lo, Luquillo.	12	Auriferous sand ..	11, 30, 92	60.00	
Luquillo.....	30	12, 17, 90	Carlos Bernstein	Catinesterilla	Ward, Mameyes, Luquillo.	12	do	7, 8, 91	60.00	

Manati	63	8, 10, 94	Miguel Arzuaga	La Confianza	Ward, Las Boquillas, Manati.	6	Phosphorite	2, 22, 95	30.00
Naguabo	70	10, 17, 98	Argueso & Miner	Santa Amalia	Ward, Rio Blanco, Na- guabo.	100	Copper sulphate..	4, 14, 99	400.00
	69	10, 17, 98	do	Ernestita	do	100	Silver and nickel.	4, 14, 99	400.00
	2	5, 10, 75	Alejandro Fernandez Laza.	Perseverancia	do	12	Copper carbonate.	4, 9, 81	60.00
	15	1, 17, 82	Manuel Ugalde	La Esperanza	do	12	do	10, 30, 82	60.00
Piedras and Humacao.	97	2, 8, 99	Pedro Santisteban Chavarri.	San Miguel	Ward, Collores, Piedras, Humacao.	21	Iron	5, 27, 99	33.60
Piedras	96	2, 7, 99	Jose Santisteban Trueba	Polonia	Ward, Boqueron, Piedras	40	do	5, 27, 99	64.00
	74	12, 12, 98	do	Eloisa	Ward, Collores, Piedras.	25	do	4, 25, 99	40.00
Ponce	66	9, 30, 96	Jose Sanchez Valdez	Joachim and S. Jose.	City of Ponce	12	Phosphorite	2, 15, 97	19.20
	26	6, 25, 88	Sauri, Subira & Co.	Perseverancia	do	90	Salt	4, 14, 90	120.00
Rio Grande....	73	11, 23, 98	Jose R. Latimer	Union	Ward, Mameyes Io, Rio Grande.	5	Gold wash	4, 25, 99	8.00
San German....	39	9, 27, 92	Alfredo Collado	El Rosario	Ward, Rosario, San German.	12	Phosphorite	4, 13, 93	60.00
	42	2, 18, 93	do	Bracero	Ward, Llanos Tuna, Cabo Rojo.	6	do	6, 6, 94	30.00
Yauco	28	9, 20, 89	Eugenio Guenard	Carmelita	Ward, Guanica, Yauco ..		Common salt	6, 23, 90	1.25

Sold 2, 6, 82, to J.
Cortada and M.
de Porrata-Doria.
Sold May, 1883, to
Mr. M. de Porrata-
Doria.

APPENDIX M.

OFFICE OF THE AUDITOR,
San Juan, P. R., October 2, 1899.

Brig. Gen. GEO. W. DAVIS,
Governor-General of Puerto Rico.

SIR: I have the honor to inclose herewith statement of receipts and expenditures of the United States military government of Puerto Rico from July 1, 1899, to September 30, 1899, inclusive, based upon the actual deposits with the treasurer and the amounts paid out as advances to disbursing officers upon accountable warrants, and payments by settlement warrants in satisfaction of claims audited and allowed:

RECEIPTS.

I.—CUSTOMS RECEIPTS.

1899.		
July.	Deposits by collectors of customs	\$137,956.81
Aug.	Deposits by collectors of customs	139,682.16
Sept.	Deposits by collectors of customs	101,212.42
	Total deposits by collectors of customs.....	\$378,851.39
	Repayments:	
July.	Balances refunded by officers.....	\$17,432.07
Aug.	Balances refunded by officers.....	15,990.32
Sept.	Balances refunded by officers.....	11,412.90
	Total repayments by officers	44,835.29
	Deposits of funds in trust:	
July.	Deposit by contractor.....	\$250.00
Aug.	Deposit by contractor.....	None.
Sept.	Deposit by contractor.....	None.
	Total deposits of funds in trust	250.00
	Total amount deposited to customs receipts.....	\$423,936.68

II.—POSTAL RECEIPTS.

July.	Deposits by acting postmasters	None.
Aug.	Deposits by acting postmasters	\$6,018.12
Sept.	Deposits by acting postmasters	5,177.56
	Total deposits by acting postmasters	\$11,195.68
	Transfers:	
July.	Transfer from customs receipts to meet deficiency in postal revenues	\$9,345.11
Aug.	Transfer from customs receipts to meet deficiency in postal revenues	4,256.44
Sept.	Transfer from customs receipts to meet deficiency in postal revenues	3,632.09
	Total transfers from customs receipts.....	17,234.64
	Total deposits (including transfers) to postal receipts	28,430.32

III.—INTERNAL-REVENUE RECEIPTS.

	Balances turned over by secretary of finance:	
July 6.	General balance in central treasury..	\$23,764.39
July 6.	Balance of trust funds in central treas- ury	4,070.06
	Total balance deposited.....	\$27,834.45

Deposits of internal-revenue receipts:

July.	Deposits by collectors of internal revenue	\$11, 770. 20
July.	Deposit, matriculation fee by teacher.....	12. 00
Aug.	Deposits by collectors of internal revenue	8, 079. 92
Sept.	Deposits by collectors of internal revenue	12, 480. 56

Total deposits of internal-revenue collections. \$32, 342. 68

Repayments:

July.	Balances refunded by officers.....	\$587. 68
Aug.	Balances refunded by officers.....	1, 260. 34
Sept.	Balances refunded by officers.....	377. 50

Total repayments by officers 2, 225. 52

Deposits of funds in trust:

July.	Deposits of funds in trust by sundry persons	\$411. 71
Aug.	Deposits of funds in trust by sundry persons.....	72. 00
Sept.	Deposits of funds in trust by sundry persons.....	None.

Total deposits of funds in trust 483. 71

Transfers:

Sept.	Transfer from customs receipts to meet deficiency in internal-revenue receipts.....	5, 000. 00
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Total deposits (including transfer) to internal-revenue receipts..... \$67, 886. 36

IV.—MISCELLANEOUS RECEIPTS.

July.	Deposits for trade-mark fee.....	\$7. 50
Aug.	Deposits from sundry sources.....	1, 079. 35
Sept.	Deposits from sundry sources.....	763. 50

Total from sundry sources..... \$1, 850. 35

Deposits by clerk United States provisional court:

Aug.	Deposits of fees and fines United States provisional court.....	\$1, 598. 15
Sept.	Deposits of fees and fines United States provisional court.....	1, 038. 80

Total fees and fines United States provisional court 2, 636. 95

Total deposits of collections from miscellaneous receipts 4, 487. 30

July.	Deposits of funds in trust	None.
Aug.	Deposits of funds in trust.....	None.
Sept.	Sundry deposits of funds in trust	\$1, 901. 00

Total deposits of funds in trust \$1, 901. 00

Total deposits account of miscellaneous receipts..... 6, 388. 30

Total receipts from July 1, 1899, to September 30, 1899..... 526, 641. 66

EXPENDITURES.

I.—FROM CUSTOMS RECEIPTS.

Amounts advanced to disbursing officers on accountable warrants.

To the treasurer of Puerto Rico as special disbursing officer:		
July.	Salaries, civil employees, department headquarters.....	\$2, 560. 49
Aug.	Salaries, civil employees, department headquarters.....	2, 631. 31
Sept.	Salaries, civil employees, department headquarters.....	2, 761. 33
		<hr/>
July.	Contingent expenses, auditor's office, prior to July 1	301. 60
July.	Salaries and expenses, auditor's office ..	1, 684. 58
Aug.	Salaries and expenses, auditor's office ..	2, 192. 32
Sept.	Salaries and expenses, auditor's office ..	2, 037. 82
		<hr/>
		6, 216. 32
July.	Salaries and expenses, treasurer's office..	540. 88
Aug.	Salaries and expenses, treasurer's office..	160. 00
Sept.	Salaries and expenses, treasurer's office..	210. 00
		<hr/>
		910. 88
July.	Cable remittance to Secretary of War (salaries insular commission, July and August)	3, 543. 60
Aug.	Cable remittance to Secretary of War (translating laws of Puerto Rico)	235. 25
		<hr/>
		3, 778. 85
Aug.	Expenses special committee to Ponce and return....	148. 53
Sept.	Seal for United States provisional court	60. 00
		<hr/>
Total amount advanced treasurer as special dis- bursing officer.....		\$19, 067. 71
To special disbursing officer:		
Aug.	Incidental expenses, department headquarters	118. 36
		<hr/>
		19, 186. 07
To collectors of customs acting as disbursing agents:		
July.	Salaries and expenses, customs service..	\$9, 744. 18
Aug.	Salaries and expenses, customs service..	7, 853. 50
Sept.	Salaries and expenses, customs service..	8, 199. 74
		<hr/>
Total for salaries and expenses, customs service.....		25, 797. 42
Board of public works, roads, buildings, etc.:		
July.	To director of public works	\$27, 227. 62
Aug.	To director of public works	27, 316. 33
Sept.	Disbursing officer, board of public works..	47, 342. 06
		<hr/>
Total for roads, buildings, etc....		101, 886. 01
Harbor works:		
July.	To engineer in charge harbor works	\$3, 068. 00
Aug.	To engineer in charge harbor works	None.
Sept.	To president board of public works	6, 585. 65
		<hr/>
Total for harbor works.....		9, 603. 65

Light-houses:		
July.	To inspector light-houses ...	\$3,997.14
Aug.	To inspector light-houses ...	7,941.67
Sept.	To inspector light-houses ...	2,938.14
Total for light-houses.....		\$14,876.95
Total advanced for public works.....		\$126,366.61
Quarantine office:		
July.	To surgeon in chief, Marine-Hospital Service	\$1,989.30
Aug.	To surgeon in chief, Marine-Hospital Service	1,982.72
Sept.	To surgeon in chief, Marine-Hospital Service	1,512.26
Total for quarantine office		5,484.28
Superior board of health:		
July.	To secretary and treasurer.....	\$1,585.13
Aug.	To secretary and treasurer.....	577.00
Sept.	To secretary and treasurer.....	765.00
Total for superior board of health.....		2,927.13
Insular police:		
July.	To inspector and disbursing officer	\$13,850.00
Aug.	To inspector and disbursing officer	12,936.11
Sept.	To inspector and disbursing officer	12,668.66
Total for insular police		39,454.77
Board of education:		
July.	To disbursing officer for the board.....	\$9,915.52
Aug.	To disbursing officer for the board.....	8,804.72
Sept.	To disbursing officer for the board.....	14,752.79
Total for board of education.....		33,473.03
Board of prison control:		
July.	To treasurer of the board.....	\$11,814.00
Aug.	To treasurer of the board.....	6,053.78
Sept.	To treasurer of the board.....	7,309.61
Total for board of prison control.....		25,177.39
Board of charities:		
Aug.	To secretary and disbursing agent.....	\$3,580.19
Sept.	To secretary and disbursing agent.....	3,907.96
Total for board of charities.....		7,488.15
Judicial expenses, insular courts in San Juan:		
Sept.	To disbursing officer, salaries substitute judges.....	150.00
Special expenditures:		
July.	To special disbursing officer at Ponce, pay of jail guards for June, 1899	300.00
Expenses of municipalities:		
Aug.	To special disbursing officer at Adjuntas, expenses of that municipality.....	1,000.00
Aug.	To special disbursing officers at sundry places, for relief of hurricane sufferers.....	12,150.00
Total advanced from customs receipts		\$298,954.85
<i>Settlements.</i>		
July.	Amount paid on settlement of claims...	\$1,995.95
Aug.	Amount paid on settlement of claims...	2,188.96
Sept.	Amount paid on settlement of claims...	1,499.54
Total settlements paid from customs receipts..		\$5,684.45

Transfers.

To postal receipts:		
July.	To meet deficiency in postal revenues..	\$9,346.11
Aug.	To meet deficiency in postal revenues..	4,256.44
Sept.	To meet deficiency in postal revenues..	3,632.09
Total for deficiency in postal revenues		17,234.64
Sept.	To meet deficiency in internal-revenue receipts	5,000.00
Total amount of transfers		\$22,234.64
		<u>\$27,919.09</u>
Total amount paid from customs receipts		326,873.94
		<u><u>326,873.94</u></u>

II.—FROM POSTAL RECEIPTS.

Expenses postal service in Puerto Rico.

July.	To director-general of posts	\$9,346.11
Aug.	To acting director-general of posts	9,859.79
Sept.	To acting director-general of posts	9,158.19
Total for expenses postal service		28,364.09

III.—FROM INTERNAL-REVENUE RECEIPTS.

To collectors of internal revenue.

Collectors' offices:		
July.	Salaries and expenses	\$1,864.47
Aug.	Salaries and expenses	2,331.22
Sept.	Salaries and expenses	1,891.11
Total salaries and expenses collectors' offices		\$6,086.80
Insular courts outside San Juan:		
July.	Salaries and expenses	\$4,283.70
Aug.	Salaries and expenses	11,065.27
Sept.	Salaries and expenses	7,984.28
Total for salaries and expenses...		23,333.25
Office civil secretary:		
July.	Salaries and expenses (offices secretary of state, secretary of finance, secretary of interior, director of agriculture, and discontinued employees)...	\$5,800.44
Aug.	Salaries and expenses (including offices secretary of state, finance and interior, to date of discontinuance)	4,182.22
Sept.	Salaries and expenses	4,211.36
Total office civil secretary		14,194.02
Advisory board:		
Aug.	Salaries	\$63.87
Sept.	Salaries	200.00
		<u>263.87</u>
Total advanced to collectors of internal revenue.		43,877.94

*To disbursing officer, solicitor-general's office, and insular courts
in San Juan.*

Solicitor-general's office:

July. Salaries and expenses.....	\$1, 017. 98
Aug. Salaries and expenses.....	988. 00
Sept. Salaries and expenses.....	1, 018. 02

Total for solicitor-general's office. \$3, 024. 00

Insular courts in San Juan:

July. Judicial salaries and expenses. \$4, 807. 92
Aug. Judicial salaries and expenses. 3, 959. 19
Sept. Judicial salaries and expenses. 4, 535. 98

Total for insular courts in San
Juan 13, 303. 09

Total to disbursing officer, solicitor-general's
office, and insular courts in San Juan..... \$16, 327. 09

United States provisional court:

July. To clerk, for salaries and expenses.....	\$1, 000. 00
Aug. To clerk, for salaries and expenses.....	1, 965. 33
Sept. To clerk, for salaries and expenses.....	1, 856. 33

Total for United States provisional court..... 4, 821. 66

Total advanced from internal-revenue receipts. 65, 026. 69

Settlements.

July. Amount paid on settlement of claims ..	\$135. 83
Aug. Amount paid on settlement of claims ..	889. 55
Sept. Amount paid on settlement of claims ..	255. 37

Total settlements paid from internal-revenue
receipts..... 1, 280. 75

Total amount paid from internal-revenue receipts..... \$66, 307. 44

IV.—FROM MISCELLANEOUS RECEIPTS.

Settlements.

Sept. Paid on settlements for refunding amounts deposited as guaranty with proposals for contracts.....	\$1, 060. 00
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Total amount paid from miscellaneous receipts 1, 060. 00

Total payments from July 1, 1899, to September 30, 1899.. 422, 605. 47

RECAPITULATION.

Balance in hands of the treasurer of Puerto Rico, July 1, 1899.....	\$450, 452. 83
Total deposits (including transfers), from July 1, 1899, to September 30, 1899	526, 641. 66
Total	977, 094. 49
Total payments from the treasury (including transfers) from July 1, 1899, to September 30, 1899.....	422, 605. 47
Balance in treasurer's hands at close of business, September 30, 1899	554, 489. 02

Which agrees with the books of his office.

Balance in treasurer's hands—

September 1, 1899	578, 105. 27
September 30, 1899	554, 489. 02

Reduction of balance in September 23, 616. 25

Receipts from ordinary sources from July 1, 1899, to September 30, 1899:

Deposits by collectors of customs	\$378,851.39
Deposits by acting postmasters	11,195.68
Deposits by collectors internal revenues	32,342.68
Deposits to miscellaneous receipts, available	4,487.30

Total ordinary available receipts \$426,877.05

Ordinary expenditures from July 1, 1899, to September 30, 1899:

Advanced from customs receipts	\$298,954.85
Advanced from postal receipts	28,364.09
Advanced from internal-revenue receipts	65,026.69

Total amount advanced \$392,345.63

Paid on settlements:

From customs receipts	\$5,684.45
From internal-revenue receipts	1,280.75

Total paid on settlements 6,965.20

Total ordinary expenditures July 1, 1899, to September 30, 1899.. 399,310.83

Excess of receipts from ordinary sources over ordinary expenditures 27,566.22

Receipts from all sources (including transfers) from July 1, 1899, to September 30, 1899 526,641.66

Total expenditures (including transfers) from July 1, 1899, to September 30, 1899..... 422,605.47

Excess of total receipts over total expenditures 104,036.19

The amounts advanced to disbursing officers on accountable warrants do not measure the actual expenditures, which are always less. The disbursing officers usually have balances on hand at the close of each month varying in amounts from small sums to sums reaching from \$10,000 to \$15,000.

The results of audited accounts can only show accurately the expenditures for any given period.

A statement is herewith submitted, based upon the accounts received in the auditor's office for July and August, 1899 (most of which have been audited), showing the actual amounts of revenues collected in each month, respectively, and the actual disbursements allowed.

STATEMENT OF RECEIPTS AND EXPENDITURES FOR JULY AND AUGUST, 1899, SHOWN BY ACCOUNTS RECEIVED IN THE AUDITOR'S OFFICE.

The audited result is given in all cases where the accounts have been audited; and in a few cases in which the accounts have not been audited the receipts and expenditures, as taken from the officers' accounts, are given.

Revenues collected, as shown by officers' accounts.

CUSTOMS RECEIPTS.

July. Customs revenues collected	\$136,986.42	
Additional charged, per audit	1,379.87	
		\$138,366.29
Aug. Customs revenues collected	134,024.27	
Additional charged, per audit	1,605.29	
		135,629.56
Total for July and August		\$273,995.85

POSTAL RECEIPTS.

July. From 50 post-offices, per audited accounts	\$5,829.92	
Aug. From 45 post-offices, per audited accounts	5,071.24	
Total for July and August		10,901.16

INTERNAL-REVENUE RECEIPTS.

July. Internal-revenue and miscellaneous receipts, as reported in the accounts from the nine internal-revenue districts	\$17,525. 75	
Aug. Internal-revenue and miscellaneous receipts, as reported in the accounts from the nine internal-revenue districts	9,334. 43	
Total for July and August		\$26,860. 18

MISCELLANEOUS RECEIPTS.

July. Fees and fines, United States provisional court	\$1,598. 15	
Aug. Fees and fines, United States provisional court	1,034. 80	
Total for July and August (audited accounts)		2,632. 95
Total revenues for July and August, as reported in accounts received		314,390. 14

STATEMENT OF DISBURSEMENTS ACTUALLY MADE FOR JULY AND AUGUST, AS SHOWN BY
ACCOUNTS RECEIVED IN AUDITOR'S OFFICE.

FROM CUSTOMS RECEIPTS.

July. Salaries and expenses, custom-houses ..	\$7,810. 39	
Less amount included for May and June at Guanica	350. 00	
	7,460. 39	
Aug. Salaries and expenses	8,824. 14	
Total (audited accounts)		\$16,284. 53
July. Public works (accounts audited)	\$15,919. 12	
Aug. Public works (accounts audited)	12,544. 58	
Aug. Public works (accounts not audited) ...	13,837. 52	
Total		42,301. 22
July. Light-houses	\$3,032. 94	
Aug. Light-houses	4,158. 45	
Total (accounts audited)		7,191. 39
July. Marine-Hospital Service (quarantine office)	\$1,672. 52	
Aug. Marine-Hospital Service (quarantine office)	1,972. 63	
Total (accounts audited)		3,645. 15
July. Superior board of health	\$1,419. 52	
Aug. Superior board of health	548. 20	
Total (accounts audited)		1,967. 72
July. Insular police	\$13,046. 94	
Aug. Insular police	12,775. 34	
Total (accounts audited)		25,822. 28
July. Board of education	\$4,789. 42	
Aug. Board of education	2,788. 91	
Total (accounts audited)		7,578. 33
July and part Aug. Harbor works (accounts audited to Aug. 17)		2,837. 29
July. Board of prison control	\$6,059. 78	
Aug. Board of prison control	8,084. 61	
Total (accounts audited)		14,144. 39

July.	Treasurer of Puerto Rico, as special disbursing officer, salaries and expenses, department headquarters, auditor and treasurer	\$5,023.18	
	Insular Commission, July and August..	3,543.60	
Aug.	Salaries, department headquarters, auditor and treasurer	5,400.08	
	Total (accounts audited)		\$13,966.86
July.	Special disbursing officer, Ponce, pay of jail guards, June (accounts audited)		300.00
Aug.	Special disbursing officer, incidental expenses, department headquarters (accounts audited)		118.36
Aug.	Relief of hurricane sufferers (accounts audited)		5,337.20
July.	Miscellaneous claims settled	\$1,995.95	
Aug.	Miscellaneous claims settled	2,188.96	
	Total (accounts audited)		4,184.91
	Total disbursements from customs receipts		\$145,679.63

DISBURSEMENTS FROM POSTAL RECEIPTS.

July.	Salaries and expenses, postal service	\$8,815.44	
Aug.	Salaries and expenses, postal service	9,290.03	
	Total disbursements from postal receipts (accounts audited) .		18,105.57

DISBURSEMENTS FROM INTERNAL-REVENUE RECEIPTS.

July.	Salaries and expenses, United States provisional court	\$999.37	
Aug.	Salaries and expenses, United States provisional court	1,589.24	
	Total		\$2,588.61
July.	Salaries and expenses, insular courts in San Juan	\$3,312.89	
Aug.	Salaries and expenses, insular courts in San Juan	3,912.95	
	Total		7,225.84
July.	Salaries and expenses, insular courts outside San Juan	\$1,905.98	
Aug.	Salaries and expenses, insular courts outside San Juan	8,579.12	
	Total		10,485.10
July.	Salaries and expenses, collectors' offices	\$1,116.78	
Aug.	Salaries and expenses, collectors' offices	1,834.62	
	Total		2,951.40
July.	Salaries and expenses, solicitor-general's office	\$708.32	
Aug.	Salaries and expenses, solicitor-general's office	988.00	
	Total		1,696.32
July.	Salaries and expenses, office secretary of state, secretary of finance, secretary of interior, and salaries of discontinued employees	\$5,611.71	
Aug.	Salaries and expenses, office civil secretary (including offices secretary of state, finance, and interior, to date of discontinuance)	4,013.84	
	Total		9,625.55

July. Miscellaneous claims settled..... \$135. 83
 Aug. Miscellaneous claims settled..... 889. 55

Total \$1, 025. 38

Total disbursements from internal-revenue receipts \$35, 598. 20

Total disbursements, July and August, 1899..... 199, 383. 30

Total receipts for July and August, 1899, as shown by audited accounts..... 314, 390. 14

Total expenditures for July and August, 1899, per audited accounts. 199, 383. 30

Excess of receipts over expenditures..... 115, 006. 84

Money-order business.

	July.		August.		September.		Total.	
	Num-ber.	Amount.	Num-ber.	Amount.	Num-ber.	Amount.	Num-ber.	Amount.
Weekly statements ex- amined.....	66		109		109		284	
Money orders issued.....	1, 427	\$55, 494. 01	2, 394	\$129, 157. 88	3, 617	\$229, 072. 68	7, 438	\$413, 724. 57
Money orders paid.....	653	20, 949. 65	770	19, 049. 09	1, 006	32, 366. 60	2, 429	72, 365. 34
International money or- ders on United States issued in Puerto Rico....	844	35, 337. 93	1, 691	106, 490. 58	2, 720	205, 042. 34	5, 255	346, 870. 85
International money or- ders on Puerto Rico is- sued in United States....	71	1, 350. 06	94	2, 112. 53	114	3, 856. 42	279	7, 319. 01
International money or- ders on Cuba issued in Puerto Rico.....			11	228. 92	4	27. 34	15	256. 26
International money or- ders on Puerto Rico is- sued in Cuba.....			16	420. 63	15	348. 69	31	769. 32

The detailed report for the month of September, 1899, required by regulations to be made to the Secretary of War, will be submitted within a few days.

Very respectfully,

J. R. GARRISON, *Auditor.*

APPENDIX N.

OCTOBER 21, 1899.

THE ADJUTANT-GENERAL, DEPARTMENT OF PUERTO RICO,

San Juan, P. R.

SIR: In obedience to instructions contained in communication from your office, dated August 21, 1899 (L. S., 2292, D. P. R.), directing me to prepare and submit a "financial statement of general receipts, showing sources and amounts of revenue and statement of expenditures for all purposes, itemized under the proper heads and subdivisions, showing objects and amounts," this in view of having been previously designated by the department commander, verbally, to examine and audit the money accounts of military officers and others having reference to the receipt and disbursement of "insular" funds, I have the honor to submit the accompanying statements, showing amounts received, disbursed, and remaining on hand June 30, 1899, on account of "customs collections" and of the "central treasury," embracing "internal revenues," showing sources from whence received of all insular revenues of the island of Puerto Rico since date of American occupation.

At the time of first invasion of Puerto Rico and occupation by our troops of Ponce (July 28), Arroyo (August 1), and Guanica the custom-houses at the two first-named ports (no custom-house being at Guanica) were placed under charge of military officers, who assumed control and continued—in a semicivil capacity as collectors of the port—to administer and exercise the functions pertaining to that office. As inland invasion progressed the port of Mayaguez was next similarly taken charge of (August 12), and so continued under military authority. Upon the final surrender and entry of American troops into San Juan (October 18) the custom-house at that port and the custom-houses at the several remaining ports of Humacao, Fajardo,

Arecibo, Naguabo, Vieques, and Aguadilla were also soon after placed under charge of military officers, who have since continued in their official capacity to act as collectors of the port, rendering account of receipt of collections and expenditures and performing all the duties required in the administration of their office.

That such assignments were wise, and that the duties have been ably, intelligently, economically, and honestly performed, is attested by the figures shown in the result as compared with those of the "internal revenue," which latter department was wholly under charge of civil (native) functionaries.

It will be observed by reference to the statement of "customs" that there are items enumerated in the expenditures under, viz: "Department of public works," "Department of public instruction," "Judicial department," "Post-office department," "Maintenance of insular police," "Representation of the island of Puerto Rico at Philadelphia Exposition," "Vaccination expenses," and "Pay of prison guards, inspectors," etc., aggregating \$481,757.28, which properly belong to and should be chargeable to departments coming under the control of the "central treasury," and which, if deducted, would greatly decrease the expenses proper of customs and correspondingly increase its balance shown on hand, as also increase the expenditures of the central treasury.

In addition to these amounts charged as expenditures against customs there appears the sums advanced to the municipalities of San Juan, Mayaguez, and Aguadilla for certain city improvements, aggregating \$29,079.75, which amount is treated as a loan, and is to be returned by said municipalities. This amount, also, if deducted from the expenses of customs, would still further decrease the expenditure shown.

Of the amount of customs funds drawn on the orders of Generals Miles and Brooke during the early part of the invasion and used by the several staff departments of the army for military purposes, the records show the following sums distributed to staff departments: Quartermaster's department, \$18,368; subsistence department, \$8,455.42; medical department, \$371.59; judge-advocate's department, \$16.54; total, \$27,211.55. The greater portion of this sum, and especially that received and disbursed by regular officers, has been accounted for by proper accounts current with vouchers, while in a few instances, mostly in the cases of volunteer officers, there yet remains unsatisfied accountability.

When the conditions of actual war are considered, the very limited facilities had for clerical work by troops campaigning, and the absolute lack of all papers, blanks for vouchers, etc., together with the inexperience of many, and entire ignorance of others among the volunteer officers as to the accountability of public funds, added to the general impression that was had by many officers that they would not be required to account for these funds, "only expend it for the general benefit of the troops and best interests of the service," it is not surprising that there remains a portion of the amount unaccounted for.

No one unacquainted with the early conditions here following American occupation can form an idea of the difficulties and obstacles encountered in the efforts to obtain replies and information in connection with the task of auditing the customs account, and properly accounting for expenditures of that fund. Much time and labor have been spent in the preparation of this statement, and the amount of indefinite and unsatisfactory information received in answer to inquiries in this connection would fill a large volume. Only constant and persistent delving into the various ramifications of irregularly kept accounts, and research, groping in the dark as it were, through the abyss of successive mysterious intricacies and labyrinths of Spanish archives, has brought about the result.

In the accompanying statement all expenditures shown can be verified by actual reference to records in this office, excepting the sum of \$139.78, which is charged as "amount unaccounted for." The total collections received on account of customs and balance in hands of customs collectors agree with the amounts shown by the auditor of the island. The balance in bank to the credit of the treasurer of Puerto Rico has been verified, and the balance shown in hands of military officers has since been all transferred to the credit of the treasurer of Puerto Rico.

The statement of the central treasury is submitted as rendered by the civil secretary, excepting that the receipts and expenditures under the various heads have been arranged and classified with a view of making it more clear of understanding for higher authority; the figures, however, remain the same and are unchanged. This account has not been audited, and the monthly accounts, to be rendered in detail from February 1 to June 30, of internal revenues have not as yet been received.

During the months of June and July Mr. William T. Kent, expert accountant, of the inspector-general's department, assisted me very materially in my duties in this direction, to whom my grateful acknowledgment and thanks for the valuable services rendered are due.

Following is general summary and recapitulation of all insular funds received, disbursed, and remaining on hand June 30, 1899:

Received:

On account customs collections.....	\$1, 238, 535. 93	
On account internal revenues.....	1, 089, 021. 94	
		\$2, 327, 557. 87

Disbursed:

On account customs collections.....	727, 096. 40	
On account internal revenues.....	1, 033, 424. 45	
		1, 760, 520. 85

Balance.....		567, 037. 02
Balance, customs collections	511, 439. 53	
Balance, internal revenues.....	55, 597. 49	

Balance, grand total, June 30, 1899, United States currency ... 567, 037. 02

Respectfully submitted.

C. H. HEYL,
Lieutenant-Colonel, Inspector-General, U. S. V.

[First indorsement.]

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, October 25, 1899.

Respectfully forwarded to the Adjutant-General of the Army for file with other appendixes to my report on civil affairs of Puerto Rico, dated September 30, 1899.

The work of audit of civil expenditures is in progress, but can not be completed until all the voluminous records in Spanish are collected and arranged.

Under Spanish domination there never was made an audit of accounts that would respond to the requirements of United States standards.

The culling out of the dates is very laborious, and as the civil force is small, it takes much time. It will hardly be possible to complete this work before the close of the present calendar year.

I think that the result of the audit of customs receipts and expenditures which has been thorough, is eminently satisfactory. When it was taken up, shortly after my arrival, I despaired of ever having an intelligent exposition of all the financial transactions, but by dint of most laborious effort every cent has been properly accounted for save about \$37 of a total income of over a million and a quarter dollars.

GEO. W. DAVIS,
Brigadier-General, Commanding.

INSULAR FUND OF PUERTO RICO.

Total amount received, disbursed, and remaining on hand on account of customs collections from August, 1898, to June 30, 1899, and from what source received.

Port.	Date of American occupation.	Import duties.	Export duties.	Tonnage.	Passenger head money.
San Juan	Oct. 18, 1898	\$457, 037. 49	\$4, 829. 63	\$18, 932. 97	\$845. 00
Ponce	July 28, 1898	424, 762. 13	13, 777. 76	10, 213. 87	429. 62
Mayaguez	Aug. 13, 1898	180, 462. 26	7, 344. 69	3, 800. 96	71. 00
Arecibo	Oct. 14, 1898	53, 103. 80	3, 649. 48	1, 608. 24	.....
Aguadilla	Sept. 19, 1898	33, 250. 17	2, 007. 40	851. 52	20. 15
Arroyo	Aug. 1, 1898	18, 882. 60	.....	275. 44	5. 00
Humacao	Sept. 22, 1898	6, 488. 85	.....	428. 35	25. 00
Fajardo	Oct. 1, 1898	3, 599. 61	.....	335. 30	.....
Naguabo	Sept. 22, 1898	.....	.....	91. 10	.....
Vieques	Oct. 1, 1898	1, 298. 90	.....	186. 96	75. 00
Total		1, 128, 885. 81	31, 608. 96	36, 724. 71	1, 470. 77

Total amount received, disbursed, and remaining on hand on account of customs collections from August, 1898, to June 30, 1899, and from what source received—Continued.

Port.	Miscellaneous.	Special 10 per cent tax.	Consumption tax.	Found in vaults.	Total United States currency.
San Juan	\$202.51	\$735.95	\$21,387.37	.....	\$503,970.92
Ponce	41.50	195.78	12,527.72	\$2,618.43	464,566.81
Mayaguez	38.44	9.85	.....	969.32	142,696.52
Arecibo	160.00	1.40	574.19	.....	59,097.11
Aguadilla .....	.83	.03	139.54	.....	36,269.64
Arroyo .....	.....	.....	140.33	.....	19,303.37
Humacao	1.39	.93	38.69	.....	6,983.21
Fajardo .....	.....	.....	15.40	.....	3,950.31
Naguabo .....	.....	.....	.....	.....	91.10
Vieques	39.49	.....	6.59	.....	1,606.94
Total	484.16	943.94	34,829.83	3,587.75	1,238,535.93

FOR WHAT PURPOSE EXPENDED.

Custom-house expenses of Puerto Rico	\$74,695.61
Quarantine expenses of Puerto Rico (\$3,675.60) <i>a</i>	6,457.82
Light-house expenses of Puerto Rico (815.52) <i>a</i>	14,286.97
Auditor's office expenses (\$135.89) <i>a</i>	1,886.62
Post-office expenses, Mayaguez	<i>a</i> 103.84
Duties refunded	2,180.18
Sanitary expenses, San Juan	15,360.85
Harbor work, San Juan	3,901.34
Vaccination expenses of island inhabitants	28,413.21
Feeding poor and indigent Puerto Ricans	8,539.35
Department of public works, construction and repair of roads, bridges, etc	397,243.31
Department of public instruction and public schools	2,727.18
Expense of maintenance of insular police	50,372.74
Drawn for United States Army on orders of Generals Miles and Brooke for military purposes (\$3,186.55) <i>a</i>	27,211.55
Clerks' salaries, department and district headquarters of Puerto Rico	12,319.09
Witness fees, etc., in connection with military commissions	678.35
Advanced for repairs to district jail, Aguadilla (loan)	1,413.08
Judicial department, service, etc.	120.30
Consumption tax money paid "Diputacion provincial"	43,434.82
Advanced for city water system, San Juan (loan)	27,069.60
For representation of island of Puerto Rico at Philadelphia Exposition, 1899 ..	\$1,100.00
Advanced for sewerage system, Mayaguez (loan)	597.07
Entertainment expenses, palace, authority of Secretary of War	300.00
Printing, binding, stationery, etc.	2,905.89
Pay of prison inspector, guards, and prison clothing	1,676.70
Expenses of commission and official investigations	454.97
Incidental expenses of insular and municipal police	435.44
Pay of captain of port at Fajardo	107.35
Miscellaneous incidental expenses	1,000.51
Amount unaccounted for, no vouchers	139.74
April 24, less amount refunded on account of clerks' salaries, department headquarters, by Maj. Gen. G. V. Henry	15.28
March 27, less amount refunded on account of clerks' salaries, district of Ponce, by Capt. E. B. Cassatt	22.00
.....	37.28
.....	727,133.68
June 30, balance in hands military officers	30,508.66
June 30, balance in hands customs collectors	30,478.04
June 30, balance, treasurer of Puerto Rico:	
On deposit with De Ford & Co., San Juan	\$271,401.66
On deposit with De Ford & Co., Ponce	179,051.17
.....	450,452.83
.....	511,439.53
Total United States currency	1,238,535.93

Respectfully submitted.

C. H. HEYL,
Lieutenant-Colonel, Inspector-General, U. S. V.

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
INSPECTOR-GENERAL'S OFFICE,
San Juan, P. R., October 17, 1899.

a These amounts are reported as, and included in, "Custom-house expenses" proper by the auditor for Puerto Rico, and were paid by customs collectors. Total custom-house expenses, as shown by auditor's figures, \$84,793.19.

RECEIPTS.

Statement of the central treasury, showing total amounts received on account of insular collections, distributed under the heads of the various departments, from the time of American occupation, October 18, 1898, to June 30, 1899.

	Oct. 18, 1898, to Mar. 11, 1899.			Mar. 12 to June 30, 1899.		
	Amount.	Total.	Grand total.	Amount (U. S. currency).	Total.	Grand total.
<i>Department of state.</i>	<i>Pesos.</i>	<i>Pesos.</i>	<i>Pesos.</i>			
From reimbursements			9,845.98			\$3,612.99
<i>Department of finance.</i>						
Taxes and imposts:						
Rural, urban, and cattle taxes	128,298.80			\$89,114.24		
Industrial and commercial taxes	84,693.65			31,989.99		
Fees on property transfer	27,534.79			4,931.88½		
Impost on mines	153.60			85.80		
Certificates of personal taxes	1,628.59			88.83		
		242,309.43			\$126,210.74½	
From stamp duties:						
Pope's bull stamps	163.95			29.07		
Stamped paper	5,606.95			.60		
Stamped paper for fines and other payments to the state	396.85					
Postage stamps	1,926.61			18.37		
Receipts and accounts stamps	123.10					
Bill of exchange stamps	41.45					
Drafts for the press	281.11					
Stamps for custom-house documents	93.15					
		8,633.17			48.04	
From insular properties:						
Rent on insular property	24.08			307.80		
Rent on unclaimed property				397.90		
"Canons" rent on building-grounds	506.94			198.13		
Proceeds on insular forests	14.25					
Rent on buildings, census	14.25			128.53		
		559.52			1,032.36	
Sales of insular property previous to the law July 7, 1882	379.59					
Sales of insular property following aforesaid law	1,585.25			834.08		
Sales of unclaimed property	342.92					
		2,307.76			834.08	
From taxes in arrears:						
Taxes and imposts	13,534.98			2,119.19		
Stamp duties	452.64			21.50		
Insular properties	123.53			89.86		
		14,111.15			2,230.55	
From reimbursements		62.49	267,983.52		81.72	130,437.49½
<i>Department of interior.</i>						
From reimbursements			593.62			8,057.45
<i>Department of justice.</i>						
From reimbursements					5.40	
From taxes in arrears					22.37	
<i>Treasury transactions.</i>						27.77
Deposits:						
Gubernative deposits consigned	216,284.19			391,897.56		
Judicial deposits consigned	7,344.63			464.62		
		223,628.82			392,362.18	

Statement of the central treasury, showing total amounts received on account of insular collections, distributed under the heads of the various departments, etc.—Continued.

	Oct. 18, 1898, to Mar. 11, 1899.			Mar. 12 to June 30, 1899.		
	Amount.	Total.	Grand total.	Amount (U. S. currency).	Total.	Grand total.
<i>Treasury transactions—Cont'd.</i>						
<i>Sureties:</i>						
Employees' sureties consigned	<i>Pesos.</i> 37,694.33	<i>Pesos.</i>	<i>Pesos.</i>	\$37,597.57		
Private sureties consigned	1,000.00			36.00		
		38,694.33			\$37,633.57	
<i>Transfer of funds:</i>						
From internal revenue collectors		99,560.23			74,166.82	
<i>Refunded:</i>						
Advances refunded		1,957.34			3,310.90	
<i>Consumption imposts:</i>						
Consumption impost on liquors					46,746.93	
			363,840.72			\$554,220.40
<i>General engagements.</i>						
From reimbursements			13.02			12.82
<i>Miscellaneous.</i>						
From taxes in arrears		4.71			6.78	
From outstanding debts' accounts		147.18			210.34	
From 6 per cent interest on delayed payments		760.87			721.50½	
From sale of unclaimed animals		26.00			45.50	
From proceeds from miscellaneous receipts		4,889.73			2,805.68	
			5,828.49			3,789.80½
Total			648,105.35			700,158.73

Receipts embraced in period October 18, 1898, to March 11, 1899, converted into United States currency at official rate, \$0.60. \$388,863.21

DISBURSEMENTS.

Statement of the central treasury, showing total amounts disbursed on account of insular collections, distributed under the heads of the various departments, from the time of American occupation, October 18, 1898, to June 30, 1899.

	From Oct. 18, 1898, to Mar. 11, 1899.			From Mar. 12, 1899, to June 30, 1899.		
	Amount.	Total.	Grand total.	Amount (U. S. currency).	Total.	Grand total.
<i>Department of state.</i>	<i>Pesos.</i>	<i>Pesos.</i>	<i>Pesos.</i>			
Salaries and office expenses of the cabinet council's presidency	1,669.67					
Salaries and office expenses of the secretary of state	8,736.69			\$8,566.35		
		10,406.36			\$8,566.35	
Salaries and office expenses of the local court of common pleas	166.66					
Salaries and office expenses of post and telegraph offices	876.37					
		1,043.03				
San German's hospital subvention		172.60				
Salaries of medicine and pharmacy's subdelegation	125.62					
Salaries of board of health	466.03			86.64		
		591.65			86.64	
Material expenses of board of health		33.20			9.60	

Statement of the central treasury, showing total amounts disbursed on account of insular collections, distributed under the heads of the various departments, etc.—Continued.

	From Oct. 18, 1898, to Mar. 11, 1899.			From Mar. 12, 1899, to June 30, 1899.		
	Amount.	Total.	Grand total.	Amount (U. S. currency).	Total.	Grand total.
<i>Department of state—Cont'd.</i>						
Salaries at lazaret, island of Culebra	<i>Pesos.</i>	<i>Pesos.</i>	<i>Pesos.</i>			
Salaries and expenses of the police force		211.64				
Rent of buildings		5,604.91				
Purchase of a disinfecting apparatus for the lazaret, island of Culebra		1,350.90			\$43.20	
Expenses on the increasing of the police force	200.00					
Salaries of the commission intrusted to clear accounts of the diputación provincial	1,073.14					
Vaccination service	1,261.30					
Expenses on daily supplies of food to those protected at beneficencia and lunatic asylum	400.00			\$120.00		
	22,466.18			11,157.66		
		25,400.62			11,277.66	
<i>Department of finance.</i>			44,814.91			\$19,983.45
Salaries of office of secretary of finance	2,828.79			2,000.00		
Salaries of office of supervisor	4,232.66			2,333.24		
Salaries of office of central treasury	2,103.67			1,169.99		
Salaries of office of subsecretary of finance	5,666.15			6,106.90		
		14,831.27			11,610.13	
Office expenses, conveyance of money, printing works, and allowances		1,299.95			1,280.42	
Salaries of collectors	1,326.29			7,495.18		
Salaries of custom-house officers	55.40				7,495.18	
		1,381.69				
Rent of buildings, stationery for collectors, and expenses on stamped paper and stamps		85.33			326.72	
Typewriting machines	2,538.99					
Postage stamps for official correspondence	465.20			1,484.93		
		3,004.19			1,484.93	
			20,602.43		2,105.16	
Loss on conversion of money						24,322.54
Salaries and expenses of office of secretary of interior		9,746.49			7,121.95	
Schools, inspectors and personnel				1,770.81		
Salaries of the secondary institute	9,632.42			6,601.59		
Salaries of normal schools	2,701.48			1,433.25		
		12,333.90			9,805.68	
Material expenses of the secondary institute	275.00			112.50		
Material expenses of normal schools	2,426.22			243.00		
Puerto Rican Athenæum's subvention	1,166.66			210.00		
		3,867.88			565.50	
Salaries in connection with public works		14,986.07			15,422.80	
Expenses of secretaries, public works				200.00		
Traveling expenses, public works	49.66					
Sundry expenses of public works	2,389.90					
		2,439.56			200.00	
Salaries of post and telegraph offices		226.25				
Expenses of post and telegraph offices		523.93				

Statement of the central treasury, showing total amounts disbursed on account of insular collections, distributed under the heads of the various departments, etc.—Continued.

	From Oct. 18, 1898, to Mar. 11, 1899.			From Mar. 12, 1899, to June 30, 1899.		
	Amount.	Total.	Grand total.	Amount (U. S. currency).	Total.	Grand total.
<i>Department of finance—Cont'd.</i>						
Highroads, public works.....	<i>Pesos.</i>	<i>Pesos.</i>	<i>Pesos.</i>			
Salaries in connection with light-houses.....		5, 082. 80				
Acquisitions, rent, and rewards for light-houses.....		4, 902. 63				
Personnel of colonization (salaries).....	640. 90	109. 90		\$83. 32		
Material expenses of same ..	54. 00			92. 12		
		694. 90			\$175. 44	
Subvention to the economical society named Amigos del Pais.....				630. 00		
Board of agreement and sale of unclaimed property.....				180. 00		
					810. 00	
Subvention to a student at the conservatory.....				126. 00		
To salaries and material expenses of the mechanical arts and works school.....				726. 49		
To salaries and material expenses of the insular council of education, secretary's office.....				514. 90		
			54, 914. 31		1, 367. 39	
<i>Department of justice.</i>						\$35, 468. 76
To salaries of the office of the secretary of justice.....	5, 206. 03			4, 699. 96		
Office expenses, secretary of justice.....	203. 32	5, 409. 35		114. 99	4, 814. 95	
Salaries of the court of San Juan, audience.....	19, 205. 66			16, 620. 14		
Salaries of the court of Ponce, audience.....	8, 896. 76			6, 272. 66		
Salaries of the court of Mayaguez, audience.....	5, 976. 32	34, 078. 74		7, 458. 77	30, 351. 57	
Material expenses of the court of San Juan, audience.....	1, 120. 45			664. 52		
Material expenses of the courts of Ponce and Mayaguez, audience.....	787. 41			475. 43		
Indemnifications.....	1, 037. 46			830. 10		
		2, 945. 32			1, 970. 05	
Salaries of the courts of the first instance.....		10, 617. 89			11, 277. 84	
Material expenses of the courts of the first instance.....		281. 37			199. 14	
Judicial visits and allowances to judges.....	202. 00			460. 03		
Subvention to Vieques, notary	216. 66			150. 00		
Rent of buildings.....	640. 00			1, 248. 00		
		1, 058. 66			1, 858. 03	
Salaries of cathedral clergy.....				19. 79		
Salaries of parochial clergy.....	1, 453. 61	1, 453. 61		61. 75	81. 54	
Worship and clergy, for material expenses.....		154. 16				
Salaries of departmental penitentiary.....		10, 104. 55			8, 236. 05	
Allowances to prisoners at penitentiary.....		6, 535. 87			759. 71	
Vaccination service.....		186. 33	72, 825. 85			59, 548. 88
<i>Treasury transactions.</i>						
Deposits:						
Judicial deposits returned	319. 53			3, 652. 50		
Gubernative deposits returned.....	157, 472. 01	157, 791. 54		414, 881. 78	418, 534. 28	

Statement of the central treasury, showing total amounts disbursed on account of insular collections, distributed under the heads of the various departments, etc.—Continued.

	From Oct. 18, 1898, to Mar. 11, 1899.			From Mar. 12, 1899, to June 30, 1899.		
	Amount.	Total.	Grand total.	Amount (U. S. currency).	Total.	Grand total.
<i>Treasury transactions—Cont'd.</i>						
Salaries:						
Salaries paid to civil employees, at major-general's orders.....	Pesos. 3, 200. 72	Pesos.	Pesos.	-----		
Salaries paid on account of expenses to be included in the budget ..	415. 62	3, 616. 34		-----		
Salary paid to a civil messenger, at major-general's orders.....				\$140. 00		
Salary paid to inspector of Society for the Prevention of Cruelty to Animals				81. 00	\$221. 00	
Sureties:						
Employees' sureties returned	51, 200. 00			14, 373. 60		
Private sureties returned.....	3, 800. 00	55, 000. 00		600. 00	14, 973. 60	
Transfer of funds:						
Collectors' payments.....		76, 566. 20			72, 994. 94	
Advances to refund:						
Refunded		1, 957. 34			20, 963. 91	
Consumption imposts:						
Proceeds of consumption impost on liquors returned					50, 013. 52	
<i>General engagements.</i>			294, 931. 42			\$577, 701. 25
Interest and discount on promissory notes returned.....		163. 00			3, 832. 80	
Civil pensioners.....	1, 486. 02			178. 51		
Military pensioners	1, 856. 35			158. 24		
Pensions conferred by special grants.....	1, 033. 07					
War and navy half-pay officers	1, 652. 82			90. 03		
Emerited officers and employees	176. 32					
Dismissed officers and employees	130. 62			14. 44		
Immigrants from South America	6. 27	-6, 341. 47			441. 22	
<i>Commission and condonation.</i>			6, 504. 47			4, 274. 02
Commission to subcollectors and condonation of various imposts			11, 335. 18			7, 389. 40
<i>Returning of notes.</i>						
State promissory notes returned			1, 965. 01			
Total.....			507, 893. 58			728, 688. 30
Disbursements embraced in period Oct. 18, 1898, to Mar. 11, 1899, converted into United States currency at official rate (\$0.60)						304, 736. 15
Total disbursements ..						1, 033, 424. 45

Statement of the central treasury, showing total amounts disbursed on account of insular collections, distributed under the heads of the various departments, etc.—Continued.

SUMMARY.

Receipts:		
Total amount of receipts from Oct. 18, 1898, to Mar. 11, 1899, 648,105.35 pesos, converted into United States currency at official rate (\$0.60) ..	\$888,863.21	
Total amount of receipts from Mar. 12, 1899, to June 30, 1899, in United States currency	700,158.73	\$1,089,021.94
Disbursements:		
Total amount of disbursements from Oct. 18, 1898, to Mar. 11, 1899, 507,893.58 pesos, converted into United States currency at official rate (\$0.60)	304,736.15	
Total amount of disbursements from Mar. 12, 1899, to June 30, 1899, in United States currency	728,688.30	1,033,424.45
Balance.....		55,597.49

Of the balance above shown \$36,036.01 is in United States currency and \$19,561.48 is represented by debentures, bonds, and securities in the hands of the civil secretary.

RECAPITULATION OF ALL INSULAR FUNDS RECEIVED, DISBURSED, AND REMAINING ON HAND JUNE 30, 1899.

Received:		
On account customs collections	\$1,238,535.93	
On account internal revenues	1,089,021.94	\$2,327,557.87
Disbursed:		
On account customs collections	727,096.40	
On account internal revenues	1,033,424.45	1,760,520.85
		567,037.02
Balance, customs collections.....		511,439.53
Balance, internal revenues		55,597.49
Balance, grand total, June 30, 1899, United States currency		567,037.02

Respectfully submitted.

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
INSPECTOR-GENERAL'S OFFICE,
San Juan, P. R., October 1, 1899.

C. H. HEYL,
Major, Inspector-General, U. S. A.

APPENDIX O.

[Indorsement.]

Auditing of the old accounts has been greatly delayed for a variety of causes, one of which was the diversion of the force to the establishment of the new auditing system. Another delay was due to the fact that all subordinate employees were inexperienced.

There were some cases of deferred collections of customs, which, awaiting decision as to correctness of action of customs officers, resulted in statements of differences which are more technical than real.

All these differences are being adjusted and a clean balance will soon be made.

GEO. W. DAVIS,
Brigadier-General, U. S. V.

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
September 30, 1899.

Report of the assistant auditor, department of customs, showing the condition of the audit of all the custom-houses under the jurisdiction of the military government of Puerto Rico from date of American occupation to June 30, 1899.

RECEIPTS FROM ALL SOURCES—DEBIT.

Port of—	From date of American occupation to June 30, 1899.	Import duty on merchandise.	Export duty on merchandise.	Tonnage dues.	Passenger tax.
San Juan	Oct. 18, 1898, to June 30, 1899.....	\$457,087.49	\$4,829.63	\$18,982.97	\$845.00
Ponce	July 28, 1898, to June 30, 1899.....	424,762.13	13,777.76	10,213.87	429.62
Mayaguez	Aug. 13, 1898, to June 30, 1899.....	130,462.26	7,344.69	3,800.96	71.00
Arecibo	Oct. 14, 1898, to June 30, 1899.....	53,103.80	3,649.48	1,608.24	.....
Aguadilla	Sept. 19, 1898, to June 30, 1899.....	33,250.17	2,007.40	851.52	20.15
Arroyo	Aug. 1, 1898, to June 30, 1899.....	18,882.60	.....	275.44	5.00
Humacao	Sept. 22, 1898, to June 30, 1899.....	6,488.85	.....	428.85	25.00
Fajardo	Oct. 1, 1898, to Feb. 1, 1899.....	1,290.68	.....	7.30	.....
Naguabo	Sept. 22, 1898, to Feb. 15, 1899.....	.....	.....	91.10	.....
Fajardo	Feb. 1, 1899, to June 30, 1899.....	2,308.98	.....	328.00	.....
Vieques	Oct. 1, 1898, to June 30, 1899.....	1,298.90	.....	186.96	75.00
Guanica	May 3, 1899, to June 30, 1899.....	.....	.....	.....	.....
Total .....	.....	1,128,885.81	31,608.96	36,724.71	1,470.77

Port of—	Miscellaneous fines, night service, etc.	10 per cent special tax.	Consumption tax.	Receipts from transfer of funds.	Amount found in vault at date of American occupation.	Total from all sources.
San Juan.....	\$202.51	\$735.95	\$21,387.37	a \$1,691.69	.....	\$505,662.61
Ponce.....	41.50	195.78	12,527.72	.....	\$2,618.43	464,566.81
Mayaguez.....	38.44	9.85	.....	.....	969.32	142,696.52
Arecibo.....	160.00	1.40	574.19	.....	.....	59,097.11
Aguadilla.....	.83	.03	139.54	.....	.....	36,269.64
Arroyo.....	.....	.....	140.33	.....	.....	19,303.37
Humacao.....	1.39	.93	38.69	b 2,761.71	.....	.....
Fajardo.....	.....	.....	15.40	.....	.....	11,149.35
Naguabo.....	.....	.....	.....	.....	.....	.....
Fajardo.....	.....	.....	.....	c 285.50	.....	2,922.48
Vieques.....	39.49	.....	6.59	.....	.....	1,606.94
Guanica.....	.....	.....	.....	d 350.00	.....	350.00
Total.....	484.16	943.94	34,829.83	5,088.90	3,587.75	1,243,624.83

a Check from Governor-General Henry for salaries.

b Check from Governor-General Henry for salaries and expenses.

c Transfer from Humacao.

d \$50 transfer from collector of Puerto Rico; \$300 transferred from treasurer of Puerto Rico.

DISBURSEMENTS AND DEPOSITS—CREDIT.

Port of—	Salaries paid.	Expenses paid.	Miscellaneous payments.	Transfer of funds.	Deposits with bank and treasurer of Puerto Rico.	Total.	Balances due United States military government of Puerto Rico, June 30.
San Juan	\$21,635.85	\$8,191.39	\$2,463.83	.....	\$478,371.54	\$505,662.61	.....
Ponce	13,239.11	5,145.38	6,534.59	a \$17,025.00	420,139.73	462,083.81	\$2,483.00
Mayaguez	9,263.39	864.50	873.36	a 7,000.00	109,532.86	127,534.11	15,162.41
Arecibo	3,911.75	450.37	946.14	.....	53,716.92	59,025.18	71.93
Aguadilla	4,576.10	414.44	543.65	.....	25,017.51	30,551.70	5,717.94
Arroyo	2,157.98	359.09	69.98	.....	11,205.49	13,792.54	5,510.83
Humacao	3,372.20	325.29	.....	.....	.....	.....	.....
Fajardo.....	843.50	19.38	.....	b 285.50	4,682.39	10,525.64	623.71
Naguabo.....	909.84	87.54	.....	.....	.....	.....	.....
Fajardo.....	1,179.08	32.14	.....	.....	784.55	1,995.77	926.71
Vieques.....	834.58	235.85	56.80	.....	465.20	1,592.43	14.51
Guanica.....	173.06	83.04	.....	.....	93.90	350.00	.....
Total	62,096.44	11,208.41	11,488.35	24,310.50	1,104,010.09	1,213,113.79	30,511.04

a To United States Army.

b Transferred to Fajardo for salary and expense.

Report of the assistant auditor, department of customs, etc.—Continued.

AUDITOR'S DIFFERENCES.

Port of—	Additional found due per audit.	Amount of differences collected.	Amount of differences explained.	Amount in process of adjustment.	Remarks and explanations.
San Juan	\$7,854.68	\$1,092.31	\$774.47	\$5,987.90	Accounts of S. Brau, collector to Dec. 31, 1898, fully settled and balanced. Accounts of Capt. J. A. Buchanan, collector from Jan. 1 to June 30, 1899, fully examined, and complete settlement will be made when collection or explanation of auditor's differences, amounting to \$5,987.90, now in process of collection and adjustment, has been made.
Ponce	6,497.28	946.98	.....	5,550.30	Account of J. A. Hill, collector from July 28, 1898, to Mar. 14, 1899, fully examined; auditor's differences, amounting to \$5,466.92 (uncollected import and tonnage dues), of which amount \$946.98 was collected and deposited by collector for Puerto Rico, when collection of balance was suspended by Governor-General Henry, and has not been resumed pending appeal. The \$946.98 is not shown in this account in either receipts or deposits pending final settlement. The \$1,030.36 auditor's differences from Apr. 1, to June 30, 1899, will be settled when accounts and vouchers for March are received and audited.
Mayaguez	2,315.66	.....	.....	2,315.66	Complete audit made and will be reported Nov. 1, 1899.
Arecibo	71.93	68.78	3.15	.....	Complete audit. The balance due June 30, 1899 (auditor's difference), has been fully accounted for.
Aguadilla	62.90	62.90	.....	.....	Complete audit. Auditor's differences fully settled.
Arroyo	86.91	86.91	.....	.....	Do.
Humacao	85.16	76.40	8.76	.....	Do.
Fajardo .....	.....	.....	.....	.....	.....
Naguabo .....	.....	.....	.....	.....	.....
Fajardo .....	.....	.....	.....	.....	Complete audit.
Vicques	14.51	13.67	.84	.....	Complete audit. Auditor's differences fully settled.
Guanica .....	.....	.....	.....	.....	Complete audit. No customs revenues collected.
Total	16,989.03	2,347.95	787.22	13,853.86	

NOTE.—Special port charges collected by the collector of customs at San Juan, amounting to \$4,175.44, was paid over to the treasurer of the board of harbor works. Special port charges collected by the collector of customs at Mayaguez amounted to \$1,168.51. Of this amount \$56.50 was paid out for lighting the dock at Mayaguez. The balance amounting to \$1,112.01 is reported to be now in the vault of the collector of customs at Mayaguez. These port charges were not reported in the accounts of customs receipts.

Consumption tax collected by the collector of customs at Mayaguez, amounting \$1,651.60, was fully paid over and accounted to the secretary of finance. This consumption tax was not reported in the account of customs receipts.

The receipts from transfer of funds (\$5,083.90) deducted from total leaves the actual amount of receipts from customs \$1,238,535.93.

Respectfully submitted.

W. W. BARRE,
Assistant Auditor, Department of Customs.

Office of the ASSISTANT AUDITOR,
DEPARTMENT OF CUSTOMS,
San Juan, P. R., October 25, 1899.

APPENDIX P.

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
OFFICE OF THE COLLECTOR FOR PUERTO RICO,
San Juan, September 15, 1899.

ADJUTANT-GENERAL, DEPARTMENT OF PUERTO RICO,
San Juan, Puerto Rico.

SIR: I have the honor to submit the following report of operations of the customs department since American occupation of the island of Puerto Rico.

The first landing of United States troops was effected at Guanica on July 25, 1898, but there was no custom-house there at that time. Immediately upon the occupation of the ports where there were custom-houses they were at once taken possession of and officers of the Army were, in most cases, placed in charge as collectors of customs. The dates of American occupation of these custom-houses were as follows: Ponce, July 28, 1898; Mayaguez, August 13, 1898; Humacao, September 22, 1898; Fajardo, September 30, 1898; Arecibo, October 11, 1898; Arroyo, August 1, 1898; Aguadilla, September 19, 1898; Naguabo, September 22, 1898; Vieques, October 1, 1898; San Juan, October 18, 1898.

The custom-house at Naguabo was discontinued February 10, 1899, and one was opened at Guanica May 4, 1899.

Until the receipt of the President's order of August 19, 1898, customs duties continued to be assessed under the Spanish tariff, and the tariff prescribed by the President was, with some modifications, the same as that enforced by Spanish law, collections being continued in the provincial currency which, by order of General Miles, was received at half the value of American currency, but the accounts were kept in provincial currency until February 1, 1899, when, under proclamation of the President of January 20, 1899, the value of Puerto Rican currency was fixed at 60 per cent of the American currency, and a new tariff was adopted, the accounts of which were thenceforward kept in American currency. This new schedule of duties dispensed with export duties. It was the result of several months' experience and, with occasional modifications since adoption, the rates established seem to answer the purpose of securing about the same amount of customs revenue as that collected under Spanish régime.

Many changes have, however, taken place in the force employed in collecting the customs revenues, and that service is now performed with a force less in numbers and cost than under Spanish control. The collections and disbursements that were made up to February 1, 1899, included some taxes and expenditures that have been transferred to other departments, and they are not included in the tabular statement inclosed herewith.

By the President's order of December 9, 1898, published in tariff circular No. 29, War Department, December 13, 1898, the island of Puerto Rico and all islands in the West Indies east of the seventy-fourth degree of west longitude were constituted a collection district, and Capt. J. A. Buchanan, U. S. A., was, on December 22, 1898, appointed collector of the district, as well as of the port of San Juan, the duties of which he assumed early in January, 1899.

Until April 17, 1899, all collections, after paying the necessary expenses, were deposited with De Ford & Co. to the credit of the department commander, but from that date, under authority of a communication from the Acting Secretary of War, dated March 28, 1899, all deposits were made to the credit of the collector of Puerto Rico.

Under authority of the President's proclamation of May 8, 1899, Maj. J. A. Buchanan, U. S. A., was, on May 9, 1899, appointed treasurer of the island of Puerto Rico and all islands in the West Indies east of the seventy-fourth degree of west longitude evacuated by Spain, and thereafter these funds were deposited to the credit of said treasurer. Major Buchanan remained on these duties until July 1, 1899, when the undersigned, under authority of Special Orders, No. 129, current series, headquarters Department of Puerto Rico, entered upon the duties of collector of customs for the port of San Juan and island of Puerto Rico. The various stages through which the present condition of customs affairs has been reached is not fully known to me, but as established by General Orders, No. 87, current series, headquarters Department of Puerto Rico, the customs department is now organized on good business principles and its affairs are gradually assuming the systematic form in which they should be conducted. It could only be expected that, in the transition state through which these affairs have passed, some confusion would have occurred, rendering it difficult to keep the systematic accounts that may be found in the custom-houses of the United States, but with the retention of most of the principal assistants found in

the offices, the work has been fairly accomplished, yet in a few cases the loss of records, caused by the hurricane and floods of the 8th ultimo, has removed beyond recovery some of the sources of information for a full and accurate compilation of statistics, excepting as they may be obtained through the auditor's office, whence, in a great measure, the financial statement of receipts and expenditures herewith inclosed has been procured.

The very complete reports of exports and imports required by the Secretary of War from the collectors at the various ports in Puerto Rico, commencing with dates of American occupation, are now being carefully compiled as rapidly as facilities will permit. They are completed at some of the smaller ports, and it is expected that they will be finished at all ports by the 1st of November next. These will furnish very complete information as to exports and imports with the duties collected thereon and the countries with which the traffic was conducted. Meantime the inclosed tables, showing as follows, will doubtless furnish all the information required with this report:

First. Report of vessels entered and cleared, with customs receipt and expenditures from February 1, 1899, to August 31, 1899, being a consolidation of monthly reports for that period.

Second. A financial statement of general receipts, showing sources and amounts of revenue and expenditures from date of American occupation to July 31, 1899.

Third. A statement of value of exports and imports of the principal ports of Puerto Rico for the months of April, May, June, July, and August, 1899.

The report named first commences February 1, 1899, that being the date when such reports were first required. The second report covers two periods, one being from date of American occupation at each port to January 31, 1899, the account being in provincial currency and the other being from February 1, 1899, when the present tariff took effect, to July 31, 1899, stated in American currency. The third is compiled for only the five months (April to August, 1899, inclusive), for which the necessary data has as yet reached this office.

The following is a list of the present collectors of customs at ports in this collection district, but by recent orders the ports of Guanica, Vieques, and Fajardo are to be discontinued as of this date: Maj. Charles L. Davis, Eleventh Infantry, collector of Puerto Rico and at port of San Juan; Maj. F. W. Mansfield, Eleventh Infantry, collector at Ponce and Guanica; Capt. F. W. Foster, Fifth Cavalry, collector at Arroyo; Capt. P. M. B. Travis, Eleventh Infantry, collector at Mayaguez; Capt. A. C. Macomb, Fifth Cavalry, collector at Arecibo; Capt. C. E. Dentler, Eleventh Infantry, collector at Humacao; First Lieut. S. G. Chiles, Eleventh Infantry, collector at Aguadilla; Second Lieut. W. Hocker, Eleventh Infantry, collector at Vieques; Eduardo Alonso, deputy collector at Fajardo.

The army officers who have been detailed on customs duties have taken to this new class of service with a zeal and efficiency peculiar to the Government's military servants, who seem to readily and cheerfully adapt themselves to any situation in which they may be placed, and they have found in their native assistants a cheerful, willing, and zealous compliance with the changed conditions that have come to them.

Very respectfully,

CHAS. L. DAVIS,

Major, Eleventh U. S. Infantry, Collector of Customs for Puerto Rico.

A financial statement of general receipts at custom-houses in Puerto Rico, showing sources and amounts of revenue and expenditures of the customs department of Puerto Rico from date of American occupation to July 31, 1899.

FROM DATE OF AMERICAN OCCUPATION TO JANUARY 31, 1899, IN PROVINCIAL CURRENCY.

Ports.	Date of American occupation.	Importation duties.	Exportation duties.	Tonnage tax.	Consumption tax.	Miscellaneous receipts.	Miscellaneous receipts from other sources.	Checks or drafts from General Henry or treasurer to pay salaries and expenses.	Cash on hand brought down at 50 per cent.	Total receipts.	Custom-house.		Miscellaneous payments.	Deposited in bank to credit of commanding general or treasurer.	Cash on hand.	Total.
											Salaries.	Expenses.				
1898.																
San Juan.	Oct. 18	\$352,044.00	\$9,659.27	\$8,601.72	\$42,239.53			\$3,383.37		\$415,927.89	\$11,838.05	\$286.06	\$1,728.10	\$402,075.68		\$415,927.89
Ponce.	July 28	467,838.40	27,315.02	3,546.21	25,013.82	\$83,814.61	\$85,236.80			532,764.86	\$654,611.15			63,478,153.71		532,764.86
Mayaguez	Aug. 13	139,455.88	14,089.38	3,525.19		513.94	al, 938.64			160,123.03	7,171.46	433.29	14,824.93	68,008.00	69,685.35	160,123.03
Arecibo.	Oct. 11	42,981.82	7,298.97	1,027.50	1,138.38					52,456.67	3,057.67	174.80		49,224.20		52,456.67
Aguadilla	Sept. 22	84,413.49	6,370.67	999.26	279.08	25.36				42,087.86	3,426.51	308.17		10,430.00	27,863.18	42,087.86
Arroyo.	Aug. 1	17,379.38		275.56	280.67					18,535.61	1,847.67	315.00		7,054.03	9,318.91	18,535.61
Humacao	Sept. 22	1,832.22		21.89	77.38	1.86				1,933.35	682.59	36.25		1,214.51	1,933.35	1,933.35
Fajardo.	Sept. 30	2,581.26		14.59	30.80					2,626.65	al, 632.89			2,266.26		2,626.65
Vieques.	Oct. 1	350.69		46.17	13.19					410.05	al, 885.41			356.50	53.55	410.05
Naguabo.	Sept. 22			150.36						150.36	al, 116.15	d212.50		150.36		150.36
Total.		1,059,477.14	65,333.31	18,208.45	69,082.85	4,355.77	7,175.44	3,383.37		1,227,016.33	82,979.24	1,629.82	16,553.03	540,779.54	585,074.70	1,227,016.33

FROM FEBRUARY 1, 1899, TO JULY 31, 1899, IN AMERICAN CURRENCY.

San Juan.		\$347,891.33		\$18,601.54		\$2,124.51		\$2,642.93		\$371,260.31	\$22,828.44	\$179.51	\$348,252.36		\$371,260.31
Ponce.		229,144.09		7,901.45		1,216.70		3,967.24	\$239,076.86	481,306.34	9,626.56	4,301.38	462,658.21	\$2,373.33	481,306.34
Mayaguez.		74,519.57		2,055.24		94.67		1,120.06	34,842.67	112,682.21	6,710.32	339.62	91,278.53	13,447.21	112,682.21
Arecibo.		37,579.58		1,122.29		222.50		574.89		39,490.26	3,506.61		34,657.45	649.85	39,490.26
Aguadilla.		16,253.53		355.60		13.83		634.21	13,931.59	31,188.76	3,933.58	232.53	19,802.51	7,111.78	31,188.76

a Found in vault.

b Includes expenses and miscellaneous payments.

c None of this was deposited by Colonel Hill to credit of commanding general or collector of Puerto Rico, but it was disbursed by him on order of commanding general and others.

d Omitted in total, because not paid until after February 1, 1899, as shown below, and then at 60 per cent.

A financial statement of general receipts at custom-houses in Puerto Rico, showing sources and amounts of revenue and expenditures of the customs department of Puerto Rico from date of American occupation to July 31, 1899—Continued.

FROM FEBRUARY 1, 1899, TO JULY 31, 1899, IN AMERICAN CURRENCY—Continued.

Ports.	Date of American occupation.	Importation duties.	Exportation duties.	Tonnage tax.	Consumption tax.	Miscellaneous receipts.	Checks or drafts from General Henry or treasurer to pay salaries and expenses.	Cash on hand brought down at 50 per cent.	Total receipts.	Custom-house.		Miscellaneous payments.	Deposited in bank to credit of commanding general or treasurer.	Cash on hand.	Total.
										Salaries.	Expenses.				
Arroyo...	1898.	\$11,335.82		\$197.06		\$94.55	\$277.60	\$4,659.45	\$16,564.48	\$1,500.81	\$270.17	\$12.84	\$7,078.47	\$7,102.69	\$16,564.48
Humacao		8,405.61		518.40		57.39	1,740.03		10,721.43	$\left\{ \begin{array}{l} a\ 979.73 \\ 2,103.32 \end{array} \right\}$	$\left\{ \begin{array}{l} 320.77 \\ \end{array} \right\}$	52.05	6,956.31	76.40	10,721.43
Fajardo		2,308.98		391.80			1,163.37		3,864.15	$\left\{ \begin{array}{l} a\ 669.69 \\ 1,371.58 \end{array} \right\}$	$\left\{ \begin{array}{l} 39.50 \\ \end{array} \right\}$	8.32	1,744.66	30.40	3,864.15
Vieques		1,115.79		108.15		138.99	18.20	b 27.02	1,468.15	$\left\{ \begin{array}{l} a\ 501.25 \\ 343.33 \end{array} \right\}$	$\left\{ \begin{array}{l} a\ 127.50 \\ 116.55 \end{array} \right\}$	56.80	322.72		1,468.15
Naguabo						15.92	997.38		1,013.30	$\left\{ \begin{array}{l} a\ 881.44 \\ 105.80 \end{array} \right\}$	$\left\{ \begin{array}{l} 10.14 \\ \end{array} \right\}$	15.92			1,013.30
Guanica							490.00		490.00	$\left\{ \begin{array}{l} 303.06 \\ \end{array} \right\}$	$\left\{ \begin{array}{l} 93.04 \\ \end{array} \right\}$		93.90		490.00
Total		728,554.30		31,311.53		3,979.06	13,625.91	292,537.59	1,070,008.39	55,597.57	6,527.02	3,647.02	973,445.12	30,791.66	1,070,008.39

a Items referred to in note *d*.

b \$51.08 at 50 per cent; \$2.47 at 60 per cent.

RECAPITULATION, SHOWING NET CUSTOMS.

	Receipts from customs.	Expenditures.
From American occupation to January 31, 1899, less transfers, as shown, by checks and drafts, reduced to American currency at 50 per cent.....	\$611,816.48	\$50,581.05
From February 1, 1899, to July 31, 1899, less transfers by checks and drafts and cash on hand brought down.....	763,844.89	65,771.61
Add amounts collected by auditor on statement of differences, as shown by his account June 30, 1899.....	831.37	.....
To balance.....	1,376,492.74	1,260,140.08
	1,376,492.74	1,376,492.74

Report of vessels entered and cleared, with customs receipts and expenditures, at all ports in Puerto Rico from February 1, 1899, to August 31, 1899.

NUMBER OF VESSELS ENTERED AND CLEARED, WITH THEIR TONNAGE.

Port.	In coastwise trade.				In foreign trade.				In foreign trade paying tonnage tax.	
	Number.		Total tonnage.		Number.		Total tonnage.		Num-ber.	Total tonnage.
	Entered.	Cleared.	Entered.	Cleared.	Entered.	Cleared.	Entered.	Cleared.		
San Juan	222	52	21,669	25,523	240	231	373,556	345,037	144	246,822
Ponce	259	230	26,790	25,307	224	220	247,787	223,916	84	69,607
Mayaguez	246	242	22,794	22,637	111	112	132,665	130,739	30	31,214
Arecibo	88	85	11,415	11,231	34	25	49,754	38,891	15	2,423
Aguadilla	149	144	16,266	16,022	41	41	62,870	63,310	7	14,455
Arroyo	118	116	9,375	9,377	38	39	31,574	31,647	8	118,432
Humacao	270	268	11,694	11,509	67	67	33,118	33,108	37	217,420
Fajardo	299	275	12,136	11,468	37	34	17,312	17,281	25	11,717
Vieques	477	469	9,660	9,459	65	58	10,030	12,386	51	85,455
Guanica	11	12	97	99	2	2	2,507	2,507	.....	.....
Total	2,139	1,893	141,896	142,632	859	829	961,173	898,822	401	797,545

RECEIPTS FROM CUSTOMS.

Port.	Tonnage tax collected on vessels in foreign trade.	Capitation tax collected on immigrants.	All other import duties collected.	Export duties collected.	Receipts from fines, seizures, confiscations, etc.	Receipts from all other customs sources.	Receipts from all other sources.	Total of all receipts for 7 months.
San Juan	\$21,648.30	\$1,105	\$410,454.12	.....	\$960.70	\$177.03	\$73.00	\$434,418.15
Ponce	8,490.34	428	267,441.85	\$453.70	20.00	.....	413.50	277,247.39
Mayaguez	2,324.40	58	90,719.38	.....	20.17	.....	35.00	93,156.95
Arecibo	1,212.24	2	42,986.31	.....	150.00	78.80	62.50	44,491.85
Aguadilla	254.80	15	22,539.54	.....	.....	249.53	.....	23,058.87
Arroyo	236.86	5	12,888.28	.....	.....	86.91	10.00	13,227.05
Humacao	544.60	26	9,295.71	.....	10.00	.....	20.00	9,896.31
Fajardo	400.20	3	2,308.98	.....	.....	.....	.....	2,712.18
Vieques	168.15	82	1,115.79	.....	24.49	32.50	.....	1,422.93
Guanica .....	.....	.....	.....	.....	.....	.....	.....	.....
Total	35,279.89	1,724	859,749.96	453.70	1,185.36	624.77	614.00	899,631.68

EXPENDITURES FROM CUSTOMS RECEIPTS.

Port.	Duties, fines, etc., of all kinds refunded during 7 months.	Salaries of all customs employees for 7 months.	Rents, supplies, etc., and all other expenses for customs during 7 months.	Expenditures for all other purposes authorized during 7 months.	Total of expenditures during 7 months.	Excess of receipts over expenditures during 7 months.	Amount of customs duty on goods in bond for 7 months.
San Juan	\$186.86	\$22,110.81	\$1,844.53	\$1,805.68	\$25,947.88	\$408,470.27	\$219.28
Ponce	710.95	10,948.22	2,734.46	4,458.83	18,852.46	258,394.93	.....
Mayaguez	548.21	7,809.67	302.40	399.76	9,060.04	84,096.91	.....
Arecibo	368.43	3,526.74	349.92	448.69	4,693.78	39,798.07	.....
Aguadilla	47.52	5,042.08	362.21	.83	5,452.64	17,606.23	.....
Arroyo .....	.....	1,751.38	188.08	158.44	2,097.90	11,129.15	.....
Humacao .....	.....	2,343.66	159.87	259.75	2,763.28	7,153.03	.....
Fajardo .....	.....	1,537.38	46.02	20.00	1,603.40	1,108.78	.....
Vieques	235.05	373.33	127.87	.....	736.25	686.68	.....
Guanica .....	.....	469.06	78.99	.....	548.05	548.05	.....
Total	2,097.02	55,912.33	6,194.35	7,551.98	71,755.68	827,876.00	219.28

Statement of exports and imports of the principal ports in Puerto Rico for April, May, June, July, and August, 1899, by countries.

Country.	San Juan.		Ponce.		Mayaguez.	
	Exports.	Imports.	Exports.	Imports.	Exports.	Imports.
United States	\$512,015	\$732,367	\$661,775	\$504,851	\$162,670	\$209,104
Spain	326,248	591,197	195,996	194,316	15,511	100,939
England	1,774	466,319	.....	144,676	16,767	72,098
Germany	22,971	161,127	127,680	133,991	50,062	109,947
France	257,031	65,126	431,389	56,307	77,676	9,456
Belgium	2,000	1,672	.....	291	.....	.....
Holland	80	9,669	10,020	6,119	2,049	.....
Venezuela	834	2,503	4,698	.....	.....	2,468
Austria .....	.....	1,569	5,571	1,130	62,733	.....
Cuba	378,923	3,489	165,089	.....	37,326	.....
Italy .....	.....	7,153	315,960	18,843	38,790	.....
Denmark	42	4,383	2,676	7,345	3,162	.....
St. Thomas	925	336	4,094	103	.....	.....
Santo Domingo	4,770	.....	90	.....	44	100
Canada .....	.....	37,353	98,957	154,322	.....	.....
Sweden .....	.....	.....	1,076	.....	.....	.....
Bermuda	3,234	4,811	.....	.....	.....	.....
Mexico .....	.....	4,469	.....	.....	.....	.....
Netherlands .....	.....	5,044	.....	.....	.....	.....
Trinidad .....	.....	200	.....	.....	.....	.....
Guadalupe .....	.....	40	.....	.....	.....	.....
Colombia .....	.....	860	.....	.....	.....	.....
Total	1,510,847	2,099,687	2,025,071	1,222,294	466,790	504,112

Country.	Arecibo.		Aguadilla.		Total.	
	Exports.	Imports.	Exports.	Imports.	Exports.	Imports.
United States	\$149,316	\$57,811	\$33,988	\$29,251	\$1,519,764	\$1,533,384
Spain .....	.....	23,725	.....	.....	537,755	910,177
England .....	.....	39,004	.....	16,909	18,541	739,006
Germany	9,452	52,491	10,634	40,315	220,799	497,871
France	193,525	1,728	51,303	.....	1,010,924	132,617
Belgium .....	.....	.....	.....	.....	2,000	1,963
Holland .....	.....	1,951	.....	.....	12,149	17,739
Venezuela .....	.....	.....	.....	.....	5,532	4,971
Austria .....	.....	.....	.....	.....	68,304	2,699
Cuba	10,663	.....	6,603	.....	598,604	3,489
Italy .....	.....	.....	2,141	.....	356,891	25,996
Denmark .....	.....	.....	.....	.....	5,880	11,728
St. Thomas .....	.....	.....	.....	.....	5,019	439
Santo Domingo .....	.....	.....	.....	.....	4,904	100
Canada .....	.....	19,910	.....	.....	98,957	211,585
Sweden .....	.....	.....	.....	.....	1,076	.....
Bermuda .....	.....	.....	.....	.....	3,234	4,811
Mexico .....	.....	.....	.....	.....	.....	4,469
Netherlands .....	.....	.....	.....	.....	.....	5,044
Trinidad .....	.....	.....	.....	.....	.....	200
Guadalupe .....	.....	.....	.....	.....	.....	40
Colombia .....	.....	.....	.....	.....	.....	860
Total	362,956	196,620	104,669	86,475	4,470,333	4,109,188

Respectfully submitted.

CHAS. L. DAVIS,
Major Eleventh U. S. Infantry, Collector of Customs for Puerto Rico.

Statement of exports and imports of the principal ports in Puerto Rico, 1899.

Countries—1899.	San Juan.		Ponce.		Mayaguez.	
	Exports.	Imports.	Exports.	Imports.	Exports.	Imports.
United States:	<i>Dollars.</i>	<i>Dollars.</i>	<i>Dollars.</i>	<i>Dollars.</i>	<i>Dollars.</i>	<i>Dollars.</i>
May.....	153,485	166,521	212,290	97,787	31,426	36,744
June.....	160,063	179,692	88,305	108,691	808	40,930
July.....	32,697	137,276	38,021	106,048	167	39,593
Spain:						
May.....	88,627	124,395	77,984	41,176	5,351	22,790
June.....	96,632	116,110	37,519	37,623	1,033	19,617
July.....	41,154	148,479	42,248	21,419	6,585	32,894
England:						
May.....	624	91,273	.....	25,067	1,213	7,796
June.....	.....	86,776	.....	19,172	5,131	22,389
July.....	.....	77,083	.....	36,736	.....	17,110
Germany:						
May.....	6,313	25,426	60,943	14,857	8,950	12,737
June.....	3,221	32,402	9,082	35,144	13,795	36,371
July.....	2,695	28,332	10,505	25,765	5,536	19,530
France:						
May.....	144,499	15,363	106,123	13,465	21,110	1,357
June.....	3,821	12,118	72,179	5,504	10,100	2,263
July.....	8,668	12,123	74,897	6,714	15,621	1,606
Belgium:						
May.....	.....	683	.....	.....	.....	.....
June.....	.....	958	.....	291	.....	.....
July.....	2,000	31	.....	.....	.....	.....
Holland:						
May.....	.....	2,212	.....	492	508	.....
June.....	80	1,739	5,734	.....	.....	.....
July.....	.....	1,522	.....	2,475	.....	.....
Venezuela:						
May.....	.....	985	.....	.....	.....	1,122
June.....	.....	1,038	.....	.....	.....	.....
July.....	676	.....	4,398	.....	.....	1,346
Austria:						
May.....	.....	.....	.....	.....	10,322	.....
June.....	.....	1,569	.....	.....	24,830	.....
July.....	.....	.....	.....	208	.....	.....
Cuba:						
May.....	219,113	1,413	36,293	.....	1,757	.....
June.....	44,215	1,242	27,510	.....	13,949	.....
July.....	48,086	186	54,216	.....	14,280	.....
Italy:						
May.....	.....	3,261	132,627	602	1,762	.....
June.....	.....	553	108,976	15,235	20,065	.....
July.....	.....	1,406	51,547	1,307	3,293	.....
Denmark:						
May.....	.....	1,164	2,676	474	.....	.....
June.....	.....	1,056	.....	.....	.....	.....
July.....	.....	82	.....	4,710	1,038	.....
St. Thomas:						
May.....	350	45	499	103	.....	.....
June.....	200	105	1,881	.....	.....	.....
July.....	.....	.....	466	.....	.....	.....
Santo Domingo:						
May.....	.....	.....	90	.....	44	.....
June.....	4,061	.....	.....	.....	.....	100
July.....	.....	.....	.....	.....	.....	.....
Nova Scotia:						
May.....	.....	4,204	12,568	45,156	.....	.....
June.....	.....	.....	17,700	463	.....	.....
July.....	.....	5,361	28,535	61,775	.....	.....
Prince Edward Island:						
May.....	.....	.....	3,652	.....	.....	.....
June.....	.....	.....	.....	.....	.....	.....
July.....	.....	.....	.....	.....	.....	.....
Sweden:						
May.....	.....	.....	1,076	.....	.....	.....
June.....	.....	.....	.....	.....	.....	.....
July.....	.....	.....	.....	.....	.....	.....
Bermuda:						
May.....	3,234	.....	.....	.....	.....	.....
June.....	.....	.....	.....	.....	.....	.....
July.....	.....	.....	.....	.....	.....	.....
Total.....	1,064,514	1,284,184	1,320,540	728,458	218,674	316,295

Statement of exports and imports of the principal ports in Puerto Rico, 1899—Continued.

Countries—1899.	Arecibo.		Aguadilla.		Total.	
	Exports.	Imports.	Exports.	Imports.	Exports.	Imports.
United States:	<i>Dollars.</i>	<i>Dollars.</i>	<i>Dollars.</i>	<i>Dollars.</i>	<i>Dollars.</i>	<i>Dollars.</i>
May.....	45,822	14,709	13,699	3,250	456,722	319,011
June.....	47,895	12,514	20,289	12,364	317,360	354,191
July.....	26,704	17,428			97,589	300,345
Spain:						
May.....					171,962	188,361
June.....		18,873			185,184	187,223
July.....		9,112			89,987	211,904
England:						
May.....		5,712		4,972	1,837	134,820
June.....		9,403		3,318	5,131	141,058
July.....		4,727		3,369		139,025
Germany:						
May.....		9,836		5,302	76,206	68,158
June.....		13,672		10,275	26,098	127,864
July.....	7,544	1,959	6,818	6,772	33,098	82,357
France:						
May.....	68,907		18,846		359,485	30,185
June.....	22,454		6,142		114,696	19,885
July.....	12,245	554			111,431	20,997
Belgium:						
May.....						683
June.....						1,249
July.....					2,000	31
Holland:						
May.....		415			508	3,119
June.....		235			5,814	1,974
July.....						3,997
Venezuela:						
May.....						2,107
June.....						1,038
July.....					5,074	1,346
Austria:						
May.....					10,322	
June.....					24,830	1,569
July.....						208
Cuba:						
May.....					257,163	1,413
June.....			6,603		92,277	1,242
July.....	10,663				127,245	186
Italy:						
May.....					134,389	3,863
June.....					129,041	15,788
July.....			2,141		56,981	2,713
Denmark:						
May.....					2,676	1,638
June.....						1,056
July.....					1,038	4,792
St. Thomas:						
May.....					849	148
June.....					2,081	105
July.....					466	
Santo Domingo:						
May.....					134	
June.....					4,061	100
July.....						
Nova Scotia:						
May.....		10,889			12,568	60,249
June.....					17,700	463
July.....		9,021			28,535	76,157
Prince Edward Island:						
May.....						
June.....						
July.....					3,652	
Sweden:						
May.....					1,076	
June.....						
July.....						
Bermuda:						
May.....					3,234	
June.....						
July.....						
Total.....	242,234	134,059	74,538	49,622	2,920,500	2,512,618

Statement of exports and imports of the principal ports in Puerto Rico, 1899—Continued.

RECAPITULATION.

	Export.	Import.
United States	\$871, 671	\$973, 547
Spain	397, 133	587, 488
England	6, 968	414, 903
Germany	135, 402	278, 379
France	585, 612	71, 067
Belgium	2, 000	1, 963
Holland	6, 322	9, 090
Venezuela	5, 074	4, 491
Austria	35, 152	1, 777
Cuba	<i>a</i> 476, 685	2, 841
Italy	320, 411	22, 364
Denmark	3, 714	7, 486
St. Thomas	3, 396	253
Santo Domingo	4, 195	100
Nova Scotia	58, 803	136, 869
Prince Edwards Island	3, 652	.....
Sweden	1, 076	.....
Bermuda	3, 234	.....
Aggregate	2, 920, 500	2, 512, 618

a Exports to Cuba:

Animals	\$333, 000. 00
Coffee	120, 000. 00
Miscellaneous	23, 685. 00
Total	476, 685. 00

Statement of receipts from customs and expenses of the ports of San Juan, Ponce, Mayaguez, Arecibo, Aguadilla, Arroyo, Humacao, Fajardo, Vieques, and Guanica from July 1, 1899, to September 30, 1899.

[In American currency.]

Ports.	Receipts.	Expenses.	Per cent.
San Juan	\$195, 626. 51	\$8, 171. 32	4 $\frac{1}{2}$
Ponce	111, 873. 40	5, 696. 22	5 $\frac{1}{10}$
Mayaguez	47, 013. 38	3, 493. 13	7 $\frac{1}{10}$
Arecibo	17, 354. 72	1, 502. 37	8 $\frac{1}{10}$
Aguadilla	9, 427. 79	1, 915. 63	20 $\frac{1}{10}$
Arroyo	6, 679. 86	867. 18	13
Humacao	5, 030. 75	1, 134. 15	22 $\frac{1}{2}$
Fajardo	1, 347. 21	505. 50	37 $\frac{1}{10}$
Vieques	35. 76	85. 12	.....
Guanica .....	.....	365. 00	.....
Total	394, 389. 38	23, 735. 62	6

APPENDIX Q.

PRELIMINARY REPORT OF THE BOARD OF CHARITIES OF PUERTO RICO.

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
OFFICE OF THE BOARD OF CHARITIES OF PUERTO RICO,
San Juan, P. R., September 25, 1899.

MILITARY GOVERNOR OF PUERTO RICO,
San Juan, P. R.

GENERAL: In compliance with verbal instructions from you, I have the honor to submit the following preliminary report of the relief work in Puerto Rico intrusted to this board:

STATISTICS.

Cash received to date	\$13, 650. 00
Expended	907. 29
Balance on hand	12, 742. 61

SUPPLIES.

	Provisions.	Lumber.	Nails.	Iron roofing.
	<i>Tons.</i>	<i>Pieces.</i>	<i>Kegs.</i>	<i>Rolls.</i>
Received	5, 041	2, 566	301	400
Issued	3, 061	2, 566	219	341
Remaining	1, 980	.....	82	59

Indigent to date of last report 252, 750

HISTORY.

At 12 m. on August 7, 1899, the following message was received at the adjutant-general's office:

"Hurricane signals 11 a. m. center east of Dominica."

By that hour on the following day the island had been devastated by tempest and flood. Hundreds of lives had been annihilated, thousands of people rendered homeless, millions of property lost, and, worst of all, the fruit and food crop destroyed.

The most important problem that thrust itself upon you on the 8th day of August was not economic, but humanitarian. It was a question of saving human lives, not for a day or a week, but for months.

ORGANIZATION OF THE BOARD OF CHARITIES OF PUERTO RICO.

To meet this an instrument and immediate organization were necessary. The instrument which you created for the purpose was this board, over which I have the honor to preside, and which was organized in compliance with the following order (received by this board on August 9, 1899, and promulgated in paragraph 9, General Orders, No. 116, from these headquarters):

General Orders, } HEADQUARTERS DEPARTMENT OF PUERTO RICO,
No. 116. } *San Juan, August 12, 1899.*

* * * * *

IX. All matters respecting charitable institutions, including homes and asylums for succor of the poor, sick, or incurables who are supported by insular expenditures, together with matters relating to assistance for the sufferers by the recent hurricane, are committed to a board of charities.

Detail for the board: Maj. John Van R. Hoff, chief surgeon, president; Surg., F. W. F. Wieber, U. S. N.; Dr. Francisco del Valle Atiles; Capt. G. M. Wells, assistant surgeon, U. S. A.; Capt. F. P. Reynolds, assistant surgeon, U. S. A.; Rev. J. de J. Nin, Catholic priest; Rev. Henry A. Brown, chaplain, U. S. A.; Harold W. Cowper, acting assistant surgeon, U. S. A., secretary and disbursing officer.

To this board will be transferred the executive and administrative control of the insane asylum, the orphan asylum, and the leper colony. The board will report direct to the military governor. The funds available for expenditure for the branches of the public service above indicated are those carried by the budget for the current year and will be disbursed and accounted for by the disbursing officer under the direction of the board of charities.

* * * * *

LOCAL BOARDS OF CHARITY.

On the same day the following letter was addressed to each alcalde:

JUNTA DE CARIDAD DE PUERTO RICO,
San Juan, P. R., Agosto 9 de 1899.

Sr. Alcalde Municipal de ———.

SEÑOR: El gobernador general ordena que por esa alcaldía se remitan á esta junta los nombres detres caballeros, caritativos, de esa municipalidad, con los cuales se constituirá una junta local de caridad para entender en todos aquellos casos de necesidad ó miseria de mayor importancia que ocurrienen en su jurisdicción dando á esta junta el informe correspondiente.

Se les encargará así mismo, en caso de necesidad, de la distribución del material que fuere necesario para aliviar la miseria.

Se entiende, desde luego, que solamente aquellos casos de desastres de consideración que las autoridades locales no pudieran remediar, se pondrán bajo la acción de la junta insular pero cualquier información que sobre asuntos de su competencia se le faciliten serán recibidos con gusto.

Convendría así mismo, la organización de comisiones locales, compuestas de señoras, para prestar su auxilio á los enfermos de su inmediata comunidad.

Las personas á quienes se ha de confiar esta humanitaria labor, serán elegidas cuidadosamente pues su única recompensa será el convencimiento de haber ayudado á nuestros prójimos.

JOHN VAN R. HOFF,
Major and Surgeon, U. S. A., Chief Surgeon,
Presidente de la Junta de Caridad.

A thousand dollars was sent to each post commander to meet the immediate demands, and food was directed to be issued from the public stores. August 12, 1899, the following estimate was submitted:

Estimate.

Population.....	1, 000, 000
Indigent.....	250, 000
Districts.....	70

Each ration for one week will consist of 3 pounds of rice, 3 pounds of beans, 1 pound of codfish or bacon, which will require, for 250,000 for one week, 750,000 pounds of rice, 750,000 pounds of beans, 250,000 pounds of codfish; total, 1,750,000 pounds. This is an average of $12\frac{1}{2}$ tons per week to each district, to transport which to each district will require 10 carts, 20 men, and 40 oxen—a total for 70 districts of 700 carts, 1,400 men, and 2,800 oxen.

COST.

The estimated cost for seventeen weeks, with an average weekly distribution as above, is:

12,750,000 pounds of rice, at 5 cents per pound	\$637, 500
12,750,000 pounds of beans, at 3 cents per pound.....	382, 500
4,250,000 pounds of codfish, at 8 cents per pound.....	340, 000
Transportation—700 carts, 17 weeks, at \$10 per cart per week.....	119, 000
Sundries.....	10, 000
Total	1, 489, 000

August 13, 1899, you sent the following cablegram:

SECRETARY OF WAR, *Washington, D. C.:*

Further but incomplete returns confirm previous cable reports as conservative. Suggest appointment officer in New York to receive relief funds and supplies, cabling kinds and quantities shipped each boat. Colonel Hoff, Medical Department, in charge relief work here. Should be shipped this week not less than 2,500 tons of food. Best to be sent, beans, rice, and cheap grade codfish. Cotton clothing and coarse cotton goods in piece, needles, thread, also needed. Money will be applied in assisting rebuild houses and huts and hire of help. I recommend goods described in articles 184, 188, 189, 191, 192, 193 be placed on free list. I have authorized employment labor rebuilding barracks at Cayey and Aibonito, wholly destroyed.

DAVIS.

On the same date the following instructions were issued to post commanders:

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, August 13, 1899.

COMMANDING OFFICER, ———.

SIR: The department commander directs that you at once organize a depot at your post for the receipt and distribution of supplies intended for the sufferers from the recent hurricane. This depot should be under your personal charge.

You will also organize at the chief city in each of the municipalities in your division a subdepot, which will be under the command of a reliable noncommissioned

officer, with one or more privates to assist in the distribution of food and other material. Strict account will be kept of receipts and issue, and the latter will be made in accordance with regulations which will be published in orders.

You should at once arrange for the most satisfactory transportation obtainable within your division for the transportation of material from your depot to the subdepots. No delay should be permitted, and no failure to get the material to the needy. The department commander relies upon your zeal and intelligence in carrying this work through, and no failure which human intelligence and effort can overcome should be allowed to interfere with it. You are authorized to use your entire personnel if necessary in this work, as well as public transportation, etc., and you will hire such transportation and labor as may be necessary, observing due economy, the object being to get the material to the points of distribution, and for this you are wholly responsible.

Issues will be facilitated by the use of measures. The soldiers' tin cup will hold — pounds of rice, or — pounds of beans.

You will also urge the alcaldes of your division to submit the names of three reputable and active citizens in each district to act as local boards of charities, and you will give them a provisional appointment until their nominations can be acted upon by the board of charities of Puerto Rico at San Juan, P. R.

Committees of charitable women should also be organized in the municipal districts, and every effort made to bring speedy relief to the needy. Organization is a military specialty, and no unusual difficulty should be experienced in making such a one here that the results will be almost perfect.

Very respectfully,

W. P. HALL, *Adjutant-General.*

REGULATIONS OF THE BOARD OF CHARITIES OF PUERTO RICO.

August 14, the distribution of food was placed in the hands of this board, in compliance with the following order:

RATION REQUEST.

The following ration request was devised:

Núm. —, 1899.

Nombre —.

Residencia. —.

Número de familia, —. Adultos, —. Niños, —.

Certifico: Que los arriba nombrados son indigentes y necesitarán comida para —. Adultos, —; niños, por — semanas.

Presidente de la Junta de Caridad.

El peso de una ración semanal es de 7 libras.

Fecha.		Hab., kilos.	Arroz., kilos.	Kilos.
.....	Expedido 1ª semana .....	.....	.....	.....
.....	“ 2ª “ .....	.....	.....	.....
.....	“ 3ª “ .....	.....	.....	.....
.....	“ 4ª “ .....	.....	.....	.....

Esta tarjeta es intrasmisible y solo sirve en este distrito. Debe presentarse antes de ser despachada y constará en la última emisión. Si fuere necesario se expedirá una nueva tarjeta por el presidente de la junta de caridad. Cada emisión debe anotarse en un libro.

Identificación del
pulgar.

From the foregoing it will be observed that hardly an hour's delay was permitted in meeting an emergency which at noon on August 7 was totally unexpected, and which involved the feeding of an army of 250,000 indigents, with a base 1,500 miles over the sea.

SCHEME OF ORGANIZATION.

The scheme of organization is simple enough. A central depot at San Juan under the immediate charge of this board; 17 depots at convenient points, each under charge of an officer, and 58 subdepots, located in each municipal city, under charge of a non-commissioned officer. At each of these depots two or more private soldiers are stationed.

Food from home is landed from the transports into the central depot here and distributed by wagon or boat to the 17 depots, from which it is carried by the municipal authorities to their districts and distributed to the people.

The responsibility of determining who is indigent is placed upon the local boards of charities, organized in accordance with the letter of August 9, above quoted.

WEAK POINT IN THE ORGANIZATION.

Herein lies the weak point of the organization, and an explanation of its cause would involve a discussion of the sociological conditions obtaining here, which are not pertinent to this report. Suffice it to say that these people are not accustomed to organize for any purpose, particularly charity; that a gift from the charitable people of our country to preserve the natives here from starvation is not regarded as a sacred charge to be honestly administered, but as a public contribution in which all are entitled to share; and, finally, a large proportion of the people are chronically indigent and always on the verge of starvation, so that it is no easy matter to discriminate between degrees of indigency.

INSTRUCTIONS TO LOCAL BOARDS OF CHARITY.

August 19 the following circular was issued to the local boards of charities, which indicated the lines upon which this board expected them to work:

BOARD OF CHARITIES FOR PUERTO RICO, *San Juan, P. R., August 19, 1899.*

MUNICIPAL BOARDS OF CHARITIES IN PUERTO RICO.

GENTLEMEN: Your attention is invited to General Orders, No. 117, of August 14, 1899, from Headquarters, Department of Puerto Rico, and particularly to paragraph 10, which requires all issues of food to be made on ration cards, certified to by the chairman of the local board of charities, as follows:

I hereby certify that the above-mentioned are indigent and will require food for — adults, — children, for — weeks.

_____,
President Board of Charities.

In executing this important work you are expected to investigate each case and assure yourselves that the applicant is actually in need of assistance. The object of your organization is to assist those who really require it, and to see that no worthy person goes hungry. But for the sake of the country, your utmost endeavor should be exerted to prevent pauperizing the people by feeding those who are able to procure food for themselves.

When women apply for food it will be your duty to ascertain not only if they are needy, but also if they belong to families in which there are present able-bodied men. In the latter event the men will be required to work as directed.

Your attention is also invited to the requirements of General Orders, No. 124, Headquarters, Department of Puerto Rico, August 19, 1899, particularly that paragraph in which it is set forth that able-bodied men who are given food must render a return in labor. This labor may at present be most advantageously used in cleaning up the towns and repairing local damages, but will also be employed upon any service in the interest of the public welfare.

The board of charities for Puerto Rico relies upon your zeal and good judgment in carrying out these instructions.

Very respectfully

JOHN VAN R. HOFF,
President Board of Charities, Puerto Rico.

It was not deemed wise to lay down a too detailed scheme of organization. All the division inspectors (commanding officers) were experienced soldiers, and it was believed that it would be better to let them work out their interior organization within certain general lines laid down by this board. We recognized the great danger of pauperizing a people whose every tendency is in the direction of indolence, and the motto of the board of charities of Puerto Rico has been from the beginning "No one shall die of starvation and no able-bodied man shall eat the bread of idleness." But it is much easier to suggest rules than it is to accomplish results. After several weeks' trial the board promulgated the following plan, which is now in operation:

BOARD OF CHARITIES OF PUERTO RICO,
San Juan, P. R., September 2, 1899.

To military commanders, alcaldes, boards of charities, and all interested in Puerto Rico and its people:

It has been found that a more extended organization and closer inspection are necessary to prevent distress because of lack of food, and at the same time to avoid the possibility of pauperizing the laboring classes by feeding those who are unworthy.

This board therefore makes the following recommendations:

(1) That an investigating committee (partly of charitable women) be organized in each barrio, whose duty it will be to investigate all cases which may require assistance. This committee will report to the local board of charities and will furnish each worthy indigent family or individual, if there be no family, with an inspection card (A), giving the date, name, residence, number in family, and especially the number of able-bodied adult males.

This inspection card (A) will be taken to the board of charities by the beneficiary, and exchanged for a ration request (B) and as many work tickets (C) as there are able-bodied adult males in the family. The ration request will then be taken to the depot and the first week's rations will be drawn.

All of the above-mentioned tickets will have the same number, which will be put on them at the office of the board of charities. Upon receiving his work ticket (which he must always carry with him) the able-bodied man will report as directed on the back of the ticket, and on completing his day's work will receive from the overseer a time check (D), upon which is written the same number as that on the work ticket (C).

These time checks (D) are vouchers to the ration requests (B), and without them or a certificate from the barrio committee that the man is legitimately absent or ill, no rations will be issued after the first week. If, however, the man be present with his family or the people with whom he lives, and in good health, but refuses to report and work as directed, he will be arrested and required to work under guard, and a certificate that he has so worked will be a sufficient voucher for the issue of food to his indigent family.

The board realizes that no plan of relief that human ingenuity can devise will be perfect, but it believes that with the assistance of the people who have the best interest of the country at heart the plan here outlined will feed the worthy hungry and make the lazy, indigent man work for his food.

Trusting that such assistance will be freely given, and realizing that much of whatever success we may have depends upon the good women of the island, I remain,

Very respectfully,

JOHN VAN R. HOFF,
Major and Surgeon, U. S. A., President of Board.

A.

Núm._____.

TARJETA DE INVESTIGACIÓN.

Distrito de_____, barrio de_____.

A LA JUNTA DE CARIDAD.

SEÑORES: _____, de este barrio, y cuya familia consiste de _____ adultos y _____ niños, de los cuales hay _____ varones adultos, hábiles para el trabajo según investigación hecha, resultando ser indigentes y que necesitan provisiones para _____ semanas.

Por el Comité del Barrio.

B.

[Llévese esta solicitud con la boleta de jornal al Depósito de provisiones.]

Num. ———, 1899.

Nombre ———. Resid^a ———. Núm. de familia ———. Adultos ———. Niños ———
de los cuales ——— son hombres hábiles.

Certifico: que los arriba nombrados son indigentes y necesitan provisiones para ———. Adultos ———. Niños, por ——— semana. Las provisiones se despacharán semanalmente y por medio de esta orden.

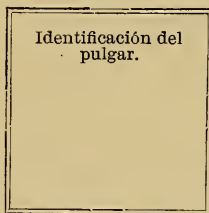
Presidente de la Junta de Caridad.

Después de la primera ración, esta solicitud deberá ir acompañada por el correspondiente número de boletas de jornal, una por cada día para cada hombre hábil.

El peso de una ración semanal es de 7 libras.

Fecha.		Hab., libras.	Arroz, libras.	Libras.
.....	Expedido, 1 ^a semana.....	.....	.....	.....
.....	“ 2 ^a “.....	.....	.....	.....
.....	“ 3 ^a “.....	.....	.....	.....
.....	“ 4 ^a “.....	.....	.....	.....

Esta tarjeta es intrasmisible y solo sirve en este distrito. Debe presentarse en el depósito de provisiones con el correspondiente número de boletas de jornal, antes de ser despachada y constará en la última emisión. Si fuere necesario se expedirá una nueva tarjeta por el presidente de la junta. Cada emisión se anotará en un libro.



C.

BOLETA DE TRABAJO.

Fabrica de ———. Num. ———.

El portador de esta boleta se presentará en la Alcaldía mañana á las siete de la misma para trabajar. Si esta orden no se cumple, será arrestado.

Por orden: _____.

Fecha: _____.

- INSTRUCCIONES.

Las boletas de trabajo se expedirán juntas con las tarjetas ración, para los varones indigentes, aptos para el trabajo que en ellas se expresan, debiendo corresponder el número de una y otra.

Los hombres se presentarán con sus boletas (que deberá conservar) según instrucciones al respaldo. Al concluir el trabajo del día se les expedirá una boleta de jornal con su número correspondiente á cada hombre. Estas tarjetas de jornal deberán acompañar la boleta de ración ó de lo contrario no se expedirán raciones.

D.

Boleta de jornal núm. —, junta de Caridad.

Inspector.

INSTRUCCIONES.

El inspector hará constar en esta tarjeta el número del jornalero, entregándosela firmada á éste al terminar el trabajo del día.

Esta tarjeta debe acompañar á la boleta de raciones, sin cuyo requisito no se pueden percibir estas.

BOARD OF CHARITIES FOR PUERTO RICO,
San Juan, P. R., September 20, 1899.

INSTRUCTIONS TO NONCOMMISSIONED OFFICERS IN CHARGE OF SUBPOSTS OF THE BOARD OF CHARITIES OF PUERTO RICO.

(1) Food is issued to prevent starvation. It is intended for the worthy poor, and no able-bodied man shall receive any unless he gives a full day's work in return.

(2) A day's ration consists of 1 pound of food. For convenience, food will generally be issued weekly. Three pounds of rice, 3 pounds of beans, and 1 pound of codfish or bacon constitute the usual allowance for one person for one week. The regulation tin cup holds about $1\frac{1}{4}$ pounds.

(3) A receipt and issue book must be kept at each depot, in which will be entered in detail all the material received and all the rations issued.

(4) The local board of charities will furnish the noncommissioned officer in charge of the subdepot with an alphabetical list of indigents, by barrios; and, as a rule, issues to the indigents in each barrio will be made on a specific day, in the presence of the commissario of that barrio.

(5) Issues will be made on a ration "request" signed by the chairman of the local board of charities, and the exact amount given will be noted on the "request." After the first week the "request" must be accompanied by six time checks, or a certificate from the barrio committee of absence or sickness, for each able-bodied man mentioned on the "request." Without these checks or certificates no rations will be issued.

(6) No food will be issued on a "request" if the noncommissioned officer in charge has reason to believe that the applicant is unworthy, and the "request" will be taken up.

(7) Noncommissioned officers on this duty will take pains to inform themselves of the condition of the poor in their districts; will see that the boards of charities and the barrio committees perform their duty, and will at once report to their immediate commanders any irregularities observed.

(8) They will observe the organization and work of the indigent laborers and refuse food to those who fail to work, reporting such cases to the alcaldes and their immediate commanders, who will cause the men to be arrested and put to work under guard.

(9) They will, under General Orders, No. 124, Headquarters Department of Puerto Rico, dated August 19, 1899, at once cause the arrest of anyone who misapplies the supplies furnished by this board and report the fact to higher authority.

(10) They will submit to their immediate commanders a weekly report on blanks furnished by this board, and will sign receipts and account for all property received by them.

(11) Noncommissioned officers and privates on relief duty are officials of this board; they are in no sense under the control of the municipal authorities, and in the performance of their duties will take no orders from them. They will watch over the interests of the board in every way, and will carry out to the best of their ability its rule of action, which is that—

"No person shall die of starvation, and no able-bodied man shall eat the bread of idleness."

By order of the board of charties of Puerto Rico:

JOHN VAN R. HOFF,
President of Board.

DIFFICULTY IN MAKING THE ABLE-BODIED WORK.

The greatest difficulty is found in making the able-bodied men work for food, if they can, as they usually do, get it without work. It requires rather too fine reasoning for these people, and indeed much higher orders of intellect, to appreciate the

fact that they are not working for food, but life; that the food is given them to prevent their starving to death, and that if there is no danger of such a result the charity of our people is misapplied. Five cents' worth of food is a small wage for a day's work, but as the only means to an end—the preserving of one's life—who would not work for that sum?

PUERTO RICANS HAVE NO ORGANIZING ABILITY.

The Puerto Rican authorities have no organizing power to utilize this enormous working force, which if properly applied would rebuild the towns, remake the roads, and recultivate the fields, and our own people can hardly be expected to do this in addition to already arduous duties. The result is that there is an immense amount of idleness among the laboring classes, which threatens disaster to the island.

HEADQUARTERS DEPARTMENT OF PUERTO RICO,

San Juan, August 29, 1899.

The attention of the able-bodied is called to the fact that idleness will not be tolerated in Puerto Rico.

All men dependent upon the wages of labor for a livelihood must work for wages or for food, and if any such man refuses to labor his name will be reported to the inspector of his division, who will investigate the case, and if the facts are found to be as alleged will place his name on a blank list and will thereafter permit no food to be issued to him or his family until he returns to work.

GEO. W. DAVIS,

Brigadier-General, Commanding.

AGREEMENT WITH THE PLANTERS.

The board is now considering the question of an arrangement with the planters which will be mutually beneficial to all concerned, and the details of which are as follows:

BOARD OF CHARITIES OF PUERTO RICO,

San Juan, P. R., September 16, 1899.

The following letter, addressed to the reputable planters of Puerto Rico who are in financial stress, is transmitted for the information of division inspectors:

SIR: With a view to the mutual benefit of the proprietors and the peons, and to enable this board to so distribute its supplies that no person shall be permitted to die of starvation and no able-bodied man receive food without working for it, the following is submitted for your consideration:

(1) The board of charities of Puerto Rico will furnish to reputable proprietors whose lands have been devastated and who are in financial stress enough food to feed a stated number of peons, now destitute, and their lawful families, the number of laborers on any plantation to be determined by the amount of work to be done. This food will continue to be supplied so long as such is at the disposal of the board or until sufficient time has elapsed for the production of a new crop of the usual food. One ration of 1 pound of food will be given the laborer for each day's work, and his family shall receive like rations gratuitously, but not unless the man works when he is able to. Under no circumstances will the donated food be regarded as wages to pay for labor, but simply as material to prevent starvation, and it must not be sold by the proprietors to anyone for any purpose or at any price.

In return for this, the proprietors must agree to require of the able-bodied laborers employed under these terms a full day's work for the usual number of working days every week. They must also agree—

First. To furnish such assistance as they may be able in the way of material to help their workmen to restore their dwellings.

Second. They must assign to each of their laborers a small parcel of ground in which to plant seed of food plants, to be supplied by them (or this board) and will see that such seed is properly planted and cultivated.

Third. They will render such assistance as in their power lies to enable their laborers and their families to live at least as comfortably as they did before the hurricane.

Fourth. For their own protection and that of their laborers and this board, they must agree, so far as in their power lies, to prevent the misapplication of relief supplies and their issue to any able-bodied man who fails to render an equivalent in work, either on their plantations or elsewhere in their neighborhood.

Fifth. They will report to this board at the end of each month the number of peons employed, the number in their families, and the total amount of food received and issued.

Sixth. And finally they will be required to transport the food issued to them for the above purpose at their own expense from the most convenient official depot of this board to their plantations.

Nothing hereinbefore written will be considered as preventing proprietors from entering into any proper agreement with their laborers which may be to their mutual interests, such as future payments in money at usual rates for present work, etc.

Should the foregoing meet your approval, and should you desire to avail yourself of the privilege herein set forth, you will please advise this board accordingly, giving the following information:

- (1) Name.
- (2) Address.
- (3) Number of acres cultivated.
- (4) Character of crop.
- (5) Percentage of loss from hurricane.
- (6) Number of laborers required.
- (7) Most accessible food depot.
- (8) Probable time assistance will be required.
- (9) Reference in the city of San Juan.

Very respectfully,

JOHN VAN R. HOFF,
Major and Surgeon, U. S. A., President of Board.

_____, 1899.

Yo _____ (Propietario, administrador) de _____ cuerdas de terreno cultivado en el barrio de _____, término municipal de _____, Puerto Rico, por cuanto á lo que á continuación se expresa me comprometo, por medio de la presente, á lo siguiente:

1º. A facilitar trabajo en mi finca á _____ hombres hábiles por _____ semanas, exigiéndole á estos trabajen cuando menos, ocho (8) horas diarias durante los seis días de cada semana.

2º. A auxiliar á estos trabajadores en la reconstrucción de sus casas y proporcionarles, tanto á ellos como á sus respectivas familias, cuando menos, tanta comodidad como la que disfrutaban antes del huracan del día 8 de agosto de 1899.

3º. A asignar á cada uno un pequeño lote de terreno, que no baje de diez mil (10,000) piés cuadrados, para sembrar en él las semillas de plantas frutales, cuidando de que dichas semillas se faciliten, siembren y cultiven debidamente. Siendo el producto de dicho cultivo de la propiedad del peón, á quien se ha asignado el mencionado lote.

4º. A proveer á cada persona así empleada, con tantas libras de provisiones como individuos haya en sus respectivas familias, por todos y cada uno de los días que trabaje. Los varones adultos que no estuvieren trabajando en mi finca quedan excluidos.

5º. A hacer una cuidadosa investigación, hasta convencerme de que ninguna de las personas, por mí empleadas, recibe provisiones por otro conducto que el mío, y de que no se despachen éstas á personas que de otro modo reciben medios de subsistencia.

6º. A llevar estricta contabilidad de las provisiones recibidas y despachadas sin que se faciliten más de la cantidad prefijada en el párrafo 4º.

7º. A informar mensualmente á la Junta de Caridad del número de personas empleadas por mí; del número total que compone sus familias; de las provisiones recibidas y despachadas, y de cualquier malversación de las mismas que llegara á mi conocimiento.

8º. A conducir las provisiones que fueren necesarias, desde _____ á mi finca todas las semanas.

En consideración de lo que antecede, la Junta de Caridades de Puerto Rico, conviene en facilitar á _____ barrio de _____ término municipal de _____ como le convenga y por el tiempo que estén á su disposición, una cantidad de provisiones, compuesta, próximamente, de una libra diaria para cada peón empleado por él, en los trabajos de su finca, é igual cantidad para cada uno de los individuos de la familia de dichas personas. Pero nada de lo expuesto en este contrato deberá interpretarse haciendo á la Junta de Caridades de Puerto Rico, responsable de daños, ó perjuicios que pudieran sobrevenir por cualquier falta en el envío ya sea de todas ó parte de las provisiones ante mencionadas.

Debe entenderse, además, que cualquier malversación de provisiones de parte del propietario ó su agente será motivo para la inmediata anulación de este contrato, procesándosele de acuerdo con lo prescrito en la Orden General No. 134 Cuartel General, Departamento de Puerto Rico, fecha 19 de agosto de 1899.

_____,
Firma del Propietario ó Administrador.

Testigo:

_____.

[Duplicado.]

Instrucciones.—Este contrata deberá ser firmado y testificado por duplicado, remitiendo ambas copias á la Junta de Caridad de Puerto Rico, en San Juan. Una vez aprobado se devolverá al interesada una de las copias.

MISAPPLICATION OF SUPPLIES.

The probable misapplication of relief supplies early received consideration, and to meet such cases the following order was issued:

NOTICE.

BOARD OF CHARITIES OF PUERTO RICO,
San Juan, P. R., September 14, 1899.

The board of charities of Puerto Rico offers \$10 reward for the arrest and conviction of anyone who violates the provisions of paragraph 2, General Orders, No. 124, Headquarters Department of Puerto Rico, dated August 19, 1899, which reads:

"Any person who misapplies any material furnished for the relief of the destitute by fraudulently obtaining or by selling or otherwise disposing of the same will be punished by a fine not exceeding \$500 for each offense or by imprisonment for a period not exceeding one year."

By order of the board of charities of Puerto Rico:

JOHN VAN R. HOFF,
Major and Surgeon U. S. A., President.

Several reports of misapplication have been received which are being investigated. Many rumors of the selling of aid supplies are rife, but thus far no notice of any convictions under this order has reached this office.

ADMINISTRATION.

The organization of the administrative work of this board involved no difficulty; it followed army methods, which are being carried out by men who understand them. We hear much about "red tape," a contemptuous definition of a system grown out of a thousand years' experience, but which not being understood by the tyro in our trade, is derided as cumbersome and useless. Weekly reports are submitted by each division inspector, giving all the details necessary to enable this board to keep his division supplied and to form some idea of future requirements. A strict accountability for all property is demanded for which invoices, receipts, and returns are made.

TRANSPORTATION.

The question of transportation is of vital importance, and is rendered more difficult by the destruction of roads and railways. Upon the recommendation of this board the tug *Borenquen* was chartered by the quartermaster's department, to work in connection with the *Slocum*, and the following letter was sent:

BOARD OF CHARITIES OF PUERTO RICO,
San Juan, P. R., August 23, 1899.

ADJUTANT-GENERAL, DEPARTMENT OF PUERTO RICO:

SIR: The hurricane has so seriously interfered with communication by usual routes of travel that in distributing relief material this board finds it necessary to recommend that additional wheel and water transportation be provided for its work. There should be two wagon trains organized, of thirty wagons each, and pack trains at Arecibo, Manati, Mayaguez, and Adjuntas, if such are not now there. There should also be two schooners chartered, one for use at San Juan and the other on the eastern coast. The former can presently be dispensed with, but the latter will probably have to be continued in service for some time. The board respectfully recommends that senders of cablegrams be requested to specify the amount of each kind of material sent, so that orders for its distribution can be made before the arrival of the ship, and the material loaded directly from her into the distributing boats.

Very respectfully,

JOHN VAN R. HOFF,
Major and Surgeon, U. S. A., President of Board.

TRANSPORTATION WITHIN THE DIVISION.

The United States Government delivers the food at the depots, and within the divisions the local authorities are required to provide their own transportation, so far as they are able to do so, the distance to be covered at no place exceeding 20 miles. Occasional reports reach this office of a disinclination on the part of the local authorities to do this work, but it certainly is very little to ask of them.

THE U. S. S. PANTHER.

The U. S. S. *Panther* arrived with relief supplies from Philadelphia on the 28th ultimo, and went around the island, from port to port, distributing her supplies in accordance with the schedule of this board, and taking receipts for her issues. By this plan we were enabled to stock all our depots with the least practicable delay, and at the same time avoid repeated handling of cargo. In all other cases the distribution has been made from the central depot of the board here.

CHARACTER OF SUPPLIES.

The board has asked for the simplest, most acceptable, and least ration with which to carry on its work, viz, beans, rice, and codfish or bacon—one pound of food per day for each individual. Generally this has been furnished, but unfortunately much flour, canned and other foods, together with various things necessary to our good people at home, have been sent, of which very little use can be made. When practicable, arrangements have been entered into with local bakers to make bread from the flour, but the people themselves can not do it, and I fear that much of the flour sent has been wasted or misapplied. I am endeavoring to exchange that in stock now for rice and beans.

MEDICINES.

Besides food, clothing and medicine come under the purview of this board. To meet immediate contingencies the following circular letter was sent to the surgeons of the various posts:

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, P. R., August 28, 1899.

SURGEON ———.

SIR: Such remedies as may be supplied for the treatment of the indigent Puerto Ricans will be issued to you, and from these requisitions made by the inspector of the division in which you are located or from neighboring divisions in which there is no military hospital will be filled. Until these supplies arrive you are authorized to furnish such simple remedies from your hospital as can be spared without immediate detriment to the service, resupplying yourself, when necessary, by special requisition, and ultimately replacing the issue from the relief medicines furnished you as above set forth. You will keep an accurate account of all material received and issues made, giving and taking receipts for the same, in duplicate, on the regular form, and rendering a return to the board of charities of Puerto Rico upon the completion of the relief work.

Very respectfully,

JOHN VAN R. HOFF,
Major and Surgeon, U. S. A., Chief Surgeon.

A considerable amount of quinine, arsenic, and calomel have been received in the aid supplies and distributed, and these have been supplemented from the military hospitals. A large requisition for medicines and dressings was some time since forwarded. Two physicians were employed by the board.

WOMAN'S AID SOCIETY OF SAN JUAN.

A supply of clothing, new and old, was sent from home, and the Woman's Aid Society of San Juan gives nearly a thousand dresses every week to clothe the indigent. Too much appreciation can not be shown this association of ladies for the earnest and admirable work they are doing for the poor everywhere in Puerto Rico.

PLANTING.

Realizing that the aid from home must be limited to the shortest practicable time, this board has insisted upon the necessity for immediate planting of food-producing seeds. Your own order and the circulars of this board are as follows:

General Orders, }
No. 126. }

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
San Juan, August 22, 1899.

The attention of alcaldes and others concerned is called to the fact that the people in the country districts and in the open parts of towns should be required to at once plant corn, potatoes, beans, and such other vegetables of rapid growth as will, at the earliest possible moment, resupply the country with the requisite food. No excuse should be accepted for failure to comply with this order, the requirements of which will receive the personal attention of the alcaldes as well as that of the comisarios de barrios.

By command of Brigadier-General Davis:

W. P. HALL, *Adjutant-General.*

BOARD OF CHARITIES OF PUERTO RICO,
San Juan, P. R., August 24, 1899.

SIR: I have the honor to request that you will instruct your subpost commanders and alcaldes and boards of charities in your division to see that all vegetables issued in your division which are suitable for this purpose be used as seed and at once planted. The importance of this is emphasized when it is realized that only through a new crop can this people become self-supporting in the near future, and there can be no crop without planting.

Very respectfully,

JOHN VAN R. HOFF,
Major and Surgeon, U. S. A., President of Board.

BOARD OF CHARITIES OF PUERTO RICO,
San Juan, P. R., September 6, 1899.

COMMANDING OFFICER, ———.

SIR: I have the honor to invite especial attention to the recommendation recently sent you in regard to the necessity for immediate replanting for a new crop. Should you find any scarcity of seed—such as native rice, beans, corn, etc.—in the hands of the people for this purpose, you are authorized to purchase them in small quantities from the local dealers, for seeding, taking care that they are used for no other purpose. The beans from the United States will not germinate, and are useless as seed. Bills for material purchased for seeding will be sent to this board in duplicate, with vouchers receipted.

Very respectfully,

JOHN VAN R. HOFF,
Major and Surgeon, U. S. A., President of Board.

Some planting is being done, but not so much as desirable, and it is not likely in any event that the issue of food can be wholly stopped before the end of this year.

No one who has not had such work as has fallen to us here to do among such a people can form any idea of its difficulties.

There is not a single point in common between ourselves and the Puerto Ricans. Language, customs, moral and business standards all differ so radically that it is quite as impossible for us to understand them as they us. Consequently what we do for these people is done not from sympathy but largely from a sense of duty, and is received by them not as the outpouring of a charitable nation but as a right for which no equivalent should be expected.

We have accepted these people as our share of the burden that the strong must bear for the weak. We will keep them alive; we will lead them slowly, gently toward the light, and finally, in half a hundred years, they will catch the first glimmering ray which will show them what our standards are and what we wish theirs to be.

Respectfully submitted.

JOHN VAN R. HOFF,
Major and Surgeon, U. S. A., President of Board.

APPENDIX R.

Statement showing amount of mortgages on country and city property in Puerto Rico from 1880 to 1898.

	Without interest.		1 to 6 per cent interest.		6 to 12 per cent interest.			
	No. of loans.	Amount loaned.	No. of loans.	Amount loaned.	No. of loans.	Amount loaned.		
COUNTRY PROPERTY.								
		<i>Pesos.</i>		<i>Pesos.</i>		<i>Pesos.</i>		
San Juan.....		520,244.66		443,357.15		1,081,000.97		
Arecibo.....	423	1,685,273.20	3	4,298.43	363	2,602,597.06		
Aguadilla.....	370	1,440,172.76	2	16,778.00	11	53,635.06		
Mayaguez.....	595	3,190,679.76	31	308,716.60	236	1,844,770.00		
San German.....	279	1,441,773.77	18	87,320.30	80	773,980.48		
Ponce.....	289	1,040,599.35	48	332,679.21	173	1,825,579.09		
Guayama.....	67	192,144.73	5	9,846.91	206	1,036,126.08		
Humacao.....	79	361,676.57	12	92,721.63	68	897,536.24		
Caguas.....	123	295,192.12	11	30,649.04	36	204,574.06		
Total.....		10,167,756.66		1,326,367.27		9,824,799.84		
CITY PROPERTY.								
San Juan.....		93,480.73		388,504.22		1,091,451.64		
Arecibo.....	36	79,851.01	7	27,136.32	49	123,058.70		
Aguadilla.....	46	106,118.22			5	16,303.77		
Mayaguez.....	356	476,326.27	8	9,184.00	100	153,164.45		
San German.....	28	67,515.15	1	4,525.59	5	11,543.00		
Ponce.....	63	119,688.42	13	138,065.95	107	480,808.39		
Guayama.....	11	9,029.11	5	13,000.00	35	47,197.00		
Humacao.....	31	77,193.46	4	3,405.00	24	68,785.96		
Caguas.....	11	6,775.49	1	550.00	4	5,475.00		
Total.....		1,035,977.86		584,371.03		1,997,787.91		
Grand total...		11,203,734.52		1,910,738.35		11,822,587.75		
	12 to 18 per cent interest.		18 to 24 per cent interest.		Over 24 per cent interest.		Total.	
	No. of loans.	Amount loaned.	No. of loans.	Amount loaned.	No. of loans.	Amount loaned.	No. of loans.	Amount loaned.
COUNTRY PROPERTY.								
		<i>Pesos.</i>		<i>Pesos.</i>		<i>Pesos.</i>		<i>Pesos.</i>
San Juan.....		838,080.46		345,518.65		123,301.00		3,351,502.89
Arecibo.....	365	880,110.49	66	105,694.98	7	4,037.00	1,247	5,282,011.25
Aguadilla.....	58	268,563.93	33	125,422.48			474	1,904,573.03
Mayaguez.....	71	241,660.80	5	8,610.00			938	5,094,436.90
San German.....	15	39,654.05	2	1,265.90			394	2,348,994.50
Ponce.....	220	1,245,630.70	23	65,840.37			753	4,510,328.72
Guayama.....	9	14,777.00	1	2,000.00			288	1,254,894.72
Humacao.....	58	278,775.08	26	95,658.65	4	2,135.38	247	1,728,503.55
Caguas.....	45	96,290.49	7	6,234.88	1	100.00	223	633,040.59
Total.....		3,903,543.00		756,245.91		129,573.47		26,108,286.15
CITY PROPERTY.								
San Juan.....		611,382.15		226,477.15		17,819.74		2,429,115.63
Arecibo.....	59	81,628.75	20	12,263.24	1	1,200.00	172	325,138.02
Aguadilla.....	11	34,069.26	2	2,000.00			64	158,491.25
Mayaguez.....	52	59,883.00	8	4,800.00			524	703,357.72
San German.....	1	3,000.00					35	86,583.74
Ponce.....	104	195,969.00	13	16,010.00			300	950,541.76
Guayama.....	3	1,400.00					54	70,626.11
Humacao.....	21	27,643.00	7	3,900.00	1	150.00	88	181,077.42
Caguas.....	9	19,107.00	3	985.00	2	700.00	30	33,592.49
Total.....		1,034,082.16		266,435.39		19,869.74		4,938,524.14
Grand total...		4,937,625.16		1,022,681.30		149,443.21		31,046,810.29

APPENDIX 'S.

PLATFORM OF THE FEDERAL PARTY.

(1) The members of the Puerto Rican Federal party, believing that the time has come for the reorganization of their party with a name that may embrace their ideas, and a platform that may give them a definite and concrete form, have decided to incorporate themselves in a political party that will be called the Federal Party, in order to cooperate in the good administration of the country.

(2) The Federal party declares that it accepts and congratulates itself upon the annexation of the island to the United States, believing that Puerto Rico will be a prosperous and happy land under the protection of the American flag and institutions.

(3) The principles of the Federal party are condensed in the following formula: To influence in a direct and efficacious way the development of the interests of the island through an honest and intelligent administration, and a firm and decided tendency toward the absolute assimilation of the island with the United States, both in laws and in form of government.

(4) The Federal party asks for Puerto Rico that it be made a Territory of the Union, with all the privileges of a State except the right to send Senators and Representatives to Congress, to which the island could send, like any other Territory, a Delegate with voice but without a vote.

(5) The Federal party hopes that Puerto Rico in the future will be made a State without any restriction, like any other State in the Union.

(6) The Federal party will work to maintain the complete autonomy of the municipalities, so that the ayuntamientos may resolve all their local affairs, such as municipal accounts, budgets, public instruction, police, public health, charity, public works, etc., without the intervention of the central authority.

(7) The Federal party will also work to maintain the rights of individuals, and will advocate the most ample system of suffrage, without opposing, however, any limitations that may be thought prudent by the United States, but representing always their desire that all resident citizens of the island be permitted to vote.

(8) The Federal party understands the necessity of abolishing all customs duties between Puerto Rico and the rest of the Union, and will advocate the establishment of free trade and a uniform currency, the American dollar to be made the legal-tender standard with the least possible loss to the insular currency.

(9) The Federal party realizes also that the development of the country requires that franchises be given to banking institutions with the greatest possible urgency; that the insular industries be effectively protected; that an impulse be given without delay to public works; and that direct imposts for the general expenses of the Territory be gradually suppressed.

(10) The Federal party has at heart the interests of the laborers and farmers; it watches with interest their progress in public life; it works to harmonize the interest of capital and labor, and will persist in giving a place in elective bodies to virtuous and intelligent men, independently of race and occupation.

(11) The Federal party will leave the creation and maintenance of schools to the municipalities, committing the primary tuition in all its various degrees to the representatives of the people, subject to the general plan that may be adopted by the legislature of the Territory.

(12) Respecting the higher instruction, both university and professional, the Federal party will propose the installation of all necessary centers to arrive at a good standard in arts and sciences, giving special attention to those that are of practical application; and will incessantly advocate the establishment of a university.

(13) The Federal party will keep apart from obsolete methods, and will institute colleges where women may receive serious instruction that may make it possible for them to practice the different professions to which they already dedicate themselves in more advanced countries.

(14) In general we believe that our legislation ought to tend to an identification of methods of the American and Puerto Rican schools; this end may be reached by a gradual and scientific adaptation.

(15) In reference to the organization of courts, the Federal party believes in the advisability of electing judicial officers by popular suffrage, by the vote of the legislature, or of appointing them "by opposition," according to the nature of their duties, independently of any political interest, thus placing the judges in a position of wholesome independence.

(16) The Federal party places among its most important principles the establishment of trial by jury.

(17) The Federal party proposes to undertake the reform of our civil, penal, and administrative legislation, upholding the moral and material interests of our society, but with decided democratic tendency.

(18) The Federal party, finally, has faith in the traditions and characteristics of the American people, and has also much confidence in the power of the people of this island to make Puerto Rico, under the United States flag, a land of wealth and culture.

San Juan, P. R., October 1, 1899.

Jose H. Amadeo, Rafael Arrillaga, Mariano Acosta, Juan R. Baiz, Antonio R. Barcelo, Acisclo Bou de la Torre, Felipe B. Cordero, Jose Cordoves Berrios, Guillermo Colon Atilano, Antonio Colon, Salvador Carbonell, Miguel Chiques, Manuel Camunas, Jose B. Cintron, Jose Cobian Rivera, Ramon Cestero, Francisco de Celis Alquia, Luis de Celis, Herminio Diaz Navarro, Jose Gonzalo Diaz, Ramon H. Delgado, Julio Diaz, Jose Elzaburro, Laurentino Estrella, Tomas N. Fradera, Nepomuceno Flores, Agustin Nevara, Manuel Gorbea Guzman, Fernando Gonzales, Julio Grau, Julio Gandia, Juan Hernandez Lopez, Ramon Hoyos Delgado, Jose Janer Soler, Alfredo de la Cruz, Luis Munoz Rivera, Ramon Mendez Cardona, Luis Munoz Morales, Jose Munoz Rivera, Antonio Marque Diaz, Marcos A. Manzano, Vicente Muno Barrios, Felix Matos Bernier, Francisco Marxuach, Francisco I. Nater, Santiago Openhiemer, Manuel Perez Aviles, Feliz Perez Rivera, Jose Gabriel Palacio Slazar, Ramon H. Patron, Santiago R. Palmer, Gregorio Rodriguez Escribano, Manuel Roman, Luis Rodriguez Cabrero, Antonio Rosell, Jacinto Seijo, Jose Serra, Jose Sosa, Ramon Siaca Pacheco, Francisco J. Sala, Modesto Sola, Ezequiel Tristane, Arturo Umpierre, Luis R. Velasquez, Arturo Vasquez Prada, Federico E. Virella, Jose G. del Valle.

APPENDIX T.

PLATFORM OF THE PUERTO-RICAN REPUBLICAN PARTY, 1899.

To the people:

The old political parties that struggled during the Spanish domination have disappeared.

It is urgent now to start a new party with new ideas, that all the residents of the country who wish may unite in the development of our island under the protection and principles of the American flag.

Our principles in brief are as follows:

Definite and sincere annexation to the United States.

An organized Territory for Puerto Rico, as the way to become in time a State of the Federal Union.

We are convinced that it would not be for the benefit of our country to be independent on account of its small area and on account of the bad political education we have received.

We do not feel satisfied with the false advantages of an Antille confederation, as it is true that the old Spanish Antilles have the same origin; the language, history, and traditions are the same. Cuba is not yet organized. We could not find any assistance toward perfection in Santo Domingo, as it is rapidly retrograding under her form of government.

Puerto Rico could not find in its surroundings any examples for self-government or of its local affairs, hence we seek the guarantees of a powerful and well-organized nation that promises us the free exercise of liberties.

Puerto Rico, to-day a Territory and later a State of the Union, will realize the most perfect ideal of the Puerto Rican people.

When we have effective local government and direct intercourse with the States of the Union in national and other affairs, with the good influence which such a union would bring to our island, it will be the means of guiding us to the highest culture in human destinies.

The time has come when we must advance American principles and customs. With due care, knowing the needs of our people, we have arranged a platform for the "Puerto Rican Republican party" which we submit to the consideration of our people, trusting and hoping that every good and patriotic citizen will join us and support our just cause.

A convention will soon be called to discuss and decide upon a programme and consider in detail the principles stated in our platform, which are as follows:

PLATFORM.

It is the highest duty of every citizen to uphold the laws of the land and the integrity of his country.

That we pledge ourselves as men, animated by a common cause, aiming at a common object, to do all in our power to improve our government.

We indorse and commend the able, patriotic, and true American spirit manifested by Hon. William McKinley, President of the United States, in releasing us from the misrule of Spain, and we pledge our faithfulness to adhere to the new principles of our new country, and have for our aim harmony, unity, and good government, relying with confidence upon the hope of a speedy settlement of our national affairs.

NAME.

1. The name of our party shall be the Republican party of Puerto Rico.

AMERICAN FLAG.

2. We declare our sincere loyalty to the American flag and American ideas, and hereby pledge ourselves to strive to become worthy of the great nation of which we now are a part.

ANNEXATION.

3. We hail with pride our annexation to the United States.

GOVERNMENT.

4. We believe that the people of Puerto Rico could be trusted with the civil government of the island, but as that authority only emanates from Congress of the United States, it is but our duty to wait their action. While under military government awaiting action by Congress, we desire that all civil offices should be filled by men capable, honest, and of unquestioned loyalty to the Government of the United States, and disposed to act singly for the best interest of this island and our common country, without distinction, thereby affording us an opportunity to demonstrate our fitness for self-government, with all the burdens and responsibilities which it entails, and which will hasten the day when our island will have a place among the States of the Union.

FREE SUFFRAGE.

5. We affirm our devotion to the national Constitution and the autonomy reserved to our country thereunder; to the personal rights and liberties of all the citizens of our country, and especially to the supreme and sovereign right of every lawful citizen, rich or poor, native or foreign born, to cast one free ballot in public elections, and to have that ballot duly counted.

We hold the free and honest popular ballot and the just and equal representation of all the people to be the foundation of our republican government, and demand effective legislation to secure the integrity and purity of elections, which are the fountains of all public authority.

FREEDOM.

6. The reliance of free popular government and the maintenance of freedom among all men is upon the intelligence and integrity of the people. We therefore declare our devotion to liberty of thought and freedom of speech and of the press, and approve these agencies, which contribute to this end. We oppose any union of church and state.

LABOR.

7. We declare our hostility to the introduction into this island of foreign contract labor.

EDUCATION.

8. In this new acquisition to the United States, in order to promote education throughout the island, we favor the establishment of free public and nonsectarian schools sufficient to afford to every child growing up in the land the opportunity of a good common school education. We believe that the English language, soon to be the official language, should be taught in all our schools, thus laying the foundation fitting our island for a place as a free State of the Union.

TAXATION.

9. That the systems of taxation under which revenues are derived are vicious and insufficient, and it is necessary for the equalization of the burden of taxation that the law regulating the same be changed at once to American principles of taxation suitable to the conditions of Puerto Rico.

COMMERCE.

10. We believe, as we are under the direct protection of the United States and a part of that great nation, that commerce should be free between the island of Puerto Rico and the United States, thereby giving us the same rights and privileges of any State or Territory of the Union.

MONEY.

11. In order to divert the financial panic which now threatens us, and in order that the tiller of the soil and the tradesman of the land may be justly compensated for their toils and labors, we declare ourselves in favor of the exchange of the provincial money of the island of Puerto Rico for the money of the United States. As it is right and proper that every dollar, paper or coin, issued by the government be as good as any other.

And that the exchange take place immediately with free commerce between Puerto Rico and the United States.

AGRICULTURE.

12. Puerto Rico is an agricultural country, and upon that portion of the island falls the greatest burden of taxation under the present system.

The extremely oppressive taxation, the high tariff on agricultural implements, and the excessive customs duties on the products of the soil should be so regulated as to furnish relief to the agriculturist, who cannot now meet his daily obligations.

JUDICIARY.

13. We are in favor of establishing American system of courts, which guarantees to every man justice and right and a trial freely without sale, fully without any denial, and speedily without delay according to the law of the land.

14. We congratulate ourselves and our country on being under the protection of the American flag, the recognized emblem of liberty, and will lend every effort to advance civilization, to teach loyalty, to love American institutions, and honor Washington, Lincoln, and McKinley, whose names are household words throughout the land.

San Juan, March 25, 1899.

Lcdo. Manuel F. Rossy, Dr. José C. Barbosa, Luis Sanchez Morales, Lcdo. Juan Ramón Ramos, Dr. Francisco del Valle, Lcdo. Federico Degetau, Lcdo. Fidel Guillermet, Cruz Castro, Dr. Fernando Nuñez, Dr. Gabriel Ferrer, Dr. Pedro del Valle, Roberto H. Todd, Bartolomé Llovet, Ramón Falcón, José Gordils, Jaime Sifre, José Francisco Diaz, Salomon Dones, Dr. Salvador G. Ros, Geronimo Agraít, Vicente Guillot, Dr. José Carbonell, Dr. Fernandez Náter, Lcdo. Enrique Hernandez, Francisco Candela, José M^a. Candela, Luis Venegas, Arturo Vega Morales, Dr. Manuel del Valle Atilas, Raimundo Palacios Salazar, Manuel Nussa Chiqués, José C. Rossy.

APPENDIX U.

SAN JUAN, P. R., *September 25, 1899.*

ADJUTANT-GENERAL DEPARTMENT OF PUERTO RICO,

San Juan, P. R.

SIR: In compliance with an indorsement from the adjutant-general's office, department of Puerto Rico, on a letter from the Secretary of War dated August 9, 1899, I have the honor to make the following report:

As regards steps taken in the formation of a civil government for this island, but few facts have come under the observation of the commander of this post, his duties having been almost entirely military. San Juan is the headquarters of the military

department of Puerto Rico and also of the various departments of insular government, and correspondence concerning matters as regards civil government in this district has been direct with and attended to by the military department staff, so that the post commander has little or no record in this office on which to base remarks concerning this subject except the general orders of the department that have been issued from time to time.

At the time of the American occupation a greater part of the arable land was owned by wealthy men in the form of large estates, it being the exception for men of small means to own farms. On these estates live the greater part of the country population of the island in the capacity of tenants or peons, the tenant usually being allowed to cultivate a small plot of land for garden purposes, paying the landlord a portion of the product as rent. There was no system of peonage by which the laborer was bound in any way to remain with the landowner. This evil system of landholding still remains the same and can only be corrected by good government.

In the city of San Juan the laboring classes worked for wages, there being no opportunity, owing to the dense population, for gardening, so that the prosperity of the people depended entirely upon the supply and demand for labor, which seems to have been such as to make them comfortable, according to their standard of living, which is much lower and less ambitious than among the same class of people in the United States. The city of San Juan has a population of about 20,000, being about 5,000 or 6,000 overcrowded, according to American standards. The houses, especially those occupied by the poorer people, are devoid of any sanitary plumbing, and are without proper ventilation for the number who live in them. The industrial conditions are about the same since the American occupation as before. There is work for those who desire it in this district, and the indigent are not many, barring the victims of the recent hurricane. Some of the taxes have been removed from the necessities of life.

The enforcement of the marriage laws was slack under Spanish rule, a great many of the poorer population being born of parentage not legally married according to the Spanish laws, but who lived in a sort of concubinage, a custom developed by the expense attached to a legal marriage.

Drivers and draymen were often cruel in the treatment of beasts of burden. Bull drivers universally carried a long pole with a steel spike in the end, which they used without mercy, and the native ponies were often driven to carts much overloaded; but the use of goads and the general abuse of animals has been materially checked.

Schools, while well established by law, were very poor in practice, but have been materially improved within the last year.

A Puerto Rican Battalion of 400 men was organized between March 28 and June 30, 1899, and they have proved to be good soldiers and a success for the purpose for which organized, that is, service in Puerto Rico.

Very respectfully,

I. D. DE RUSSY,
Colonel Eleventh Infantry, Commanding Post.

APPENDIX U 2.

POST OF MAYAGUEZ, PUERTO RICO,
September 23, 1899.

ADJUTANT-GENERAL DEPARTMENT OF PUERTO RICO,
San Juan, P. R.

SIR: In obedience to the instructions contained in the reference, under date of August 21, 1899, to me of the letter of August 9, 1899, to the department commander, I have the honor to submit the following report:

I arrived in Puerto Rico on November 16, 1898, and have been since that date stationed in the city of Mayaguez. My personal experience of other cities and districts in the island is too limited to make any observations of mine upon them of any appreciable value.

Confining myself, then, to Mayaguez, I may say of the industrial, economic, and social conditions existing in the island upon the assumption of control by the United States and of the results of American occupation: Of the former they were much less disturbed by the state of war and change of sovereignty, considering the origin, history, and traditions of the inhabitants, than might have been reasonably expected. While the Puerto Ricans gladly welcomed the Americans as their deliverers from the oppression of a Government they had long learned to hate, the Spaniards who chose to remain in the island soon found that under the American flag they were amply

protected in their peaceful pursuits, and enjoyed an immunity from many arbitrary and vexatious legal and other annoyances to which they had been always subjected.

While business has at no time taken on the character of a boom, as many hoped and believed it would when the island was taken under the protection of the United States, there has not been anything to justify serious complaint that could be charged to the change of government, while on the other hand the money which has been spent for the maintenance of troops has largely helped to tide over a period which would soon have, as the natural sequence of a long chain of events, overwhelmed the community with financial disaster.

Much has been said about the supposed unhappy condition of the country being due to the fact that the war with Spain deprived this community, almost exclusively agricultural, of its best markets without substituting others, but from my point of view, under the corrupt methods of administering laws, generally admitted to be good in themselves, that formerly prevailed here the more markets and the more profitable they proved to be, the more rapid and certain must have been the destruction of the proprietors of the coffee and sugar plantations, because for every addition to their wealth came new schemes for abstracting it from them and putting it into the treasure chests of the traditional and insatiable officials, so that in a short time the latter might have possessed the land of the country and had the former proprietors for peones.

Under American rule offices have been abolished or reduced in numbers to such an extent as to produce consternation among the class who have heretofore been allowed to live in the belief that offices were created for the support of them and their kind, and not simply for the administration of the affairs of the country.

So far as I have been able to discover from reading the papers, which are generally frankly and avowedly political journals, politics, as understood here, has no relation whatever to the science or art of efficient government, but is solely concerned with the maintenance in office of those who have been so fortunate as to have already acquired their seats, either by appointment or by command of the recognized head and leader of the "party."

As to the present economic and industrial situation existing here, it seems to me that it is steadily improving, in spite of the croakings of those who are either born pessimists, careless observers, or urgent advocates of the remission of all taxes now due and of relief from the imposition of any for some years to come.

Notwithstanding the effects of the hurricane of August 8, the destruction of great plantations of coffee trees, and in some, even many cases, of the lands themselves by landslides, large quantities of supplies of all kinds required in the country are being shipped daily by the wholesale merchants of the city, who apparently have no anxiety about receiving in due time the money for them. Since August 25, 1898, five of the large grocery houses have sold and shipped into the country about Mayaguez the following:

	Pounds.
Beans	38,482
Rice.....	433,825
Codfish.....	187,275
Flour.....	299,600

The manufacturing interests of the city are not great, although they are well supported—a planing mill and steam coffee-cleaning mill combined; a tannery; an ice plant, capacity about 10 tons per day; an electric-light plant, furnishing lights for the streets as well as residences and other buildings. There is a tramway which has its rails laid in nearly all the principal streets, but operates its cars steadily on only two or three of them.

Boots, shoes, clothing, tinware, furniture, horseshoes, bricks, etc., are all made by hand, and furnish apparently a good support to a large number of industrious and, in many cases, skilled people. What would become of all these people should the doctrine of unlimited free trade with the United States become a reality is a question apparently demanding some consideration, for of course none of these people could hope for a moment to compete with the machine-made goods so easily and cheaply manufactured in the United States. Of course matters would adjust themselves after a while, as they always do, but while the people were accommodating themselves to the changed condition of affairs there might be some bewilderment and more dissatisfaction in being told that the change was entirely for their own profit and good—a statement whose truth they might not be able to fully realize until later on.

The municipal affairs of this city have been very well administered during the time I have been in command of Mayaguez. At the time of the American occupation Mr. Santiago R. Palmer, now a notary public in San Juan, was made the mayor

of the city. He is a man of intelligence and honor, and left the impress of his character on his assistant when he resigned the mayoralty, so that, as far as it has been possible for them to do, they have followed in the course he laid out. When they have attempted to depart from it, as they have only a few times, they have been recalled to the proper path by the military authorities, always yielding prompt obedience. They have many of the faults common, apparently, to all the municipal bodies that I know anything of in the island, one of which is that of endeavoring to help their social or political friends, even at the expense of the public good; but as this is the result of heredity there is little hope of correcting it in this generation. It can only be watched and measures taken to guard against its effects. They are proud of their city, as they have reason to be, as it is probably the neatest, most orderly, and best laid out city in the island. Although there is no sewerage system, the city is very healthy, and, as a rule, free from the most ordinary epidemics. With the introduction of a sewer system, and an improvement and enlargement of the waterworks, I see no reason why the place should not be as uniformly healthy as most of the cities in the United States.

The streets are brilliantly illuminated by arc lamps. The police are governed by regulations modeled on those of the New York City police, are neatly uniformed, polite, and courteous, and perform their duties, as a rule, promptly, cheerfully, and efficiently.

The city has no debt worth mentioning, and had, at last accounts, some 140,000 pesos due for unpaid taxes.

The fire department is not very effective, as the only engine in use is an old one like a square box on wheels, into which the water is poured from buckets, and then forced out by means of the hand pumps worked by the firemen. As to the personnel, if not beyond criticism, it is dangerous to criticise it in the presence of the people who seem to have an admiration for it incomprehensible to the average American, but which might possibly be understood by one who had not yet forgotten the glory surrounding the memories of the members of the old volunteer fire departments of the United States.

The city of Mayaguez, with a reported population of 37,000, comprises 31 barrios or wards. Some of these wards are from 10 to 15 miles distant from the city hall, and, instead of forming regular villages, as might be supposed, consist of huts or jacals scattered over the neighboring hills. Each has a commissary or mayor who is supposed, under the mayor of Mayaguez, to exercise some sort of supervision or control over the people of his barrio; but, as he receives no salary, he is very unlikely to give much attention to the duties of his office, especially when his own private affairs make equal or greater demands upon his time.

Hormigueros which was annexed to Mayaguez some months ago was, up to that time, an independent town with its mayors, secretary, council, etc., and is the largest of the barrios. The town consists of a small hamlet, clustered about the church, which was once quite a famous place, pilgrimages being made to it from other islands of the West Indies. As the maintenance of a town organization cost the taxpayers, who did not reside in the town, but on their coffee and sugar estates, \$7,000 United States per year, they considered it too expensive a luxury, and, on their petition, approved by the council of Mayaguez, the department commander ordered an election held, which resulted in only two votes being cast for retaining the town organization. As a barrio of Mayaguez it has done just as well as when an independent town with its own council, and the taxpayers have been relieved of an unnecessary burden.

The towns of Añasco, population 11,000; Las Morias, 7,000; Moricao, 9,000, all belonging to this military district, are, although the center of large coffee and sugar industries, in a wretched state, due, in my opinion, to years of maladministration, official corruption, and neglect.

All have mayors, councils, and other officeholders, with all the official machinery supposed to be necessary for the effective administration of the municipalities, but they appear to have fallen into an almost hopeless state of apathy and decay.

It is possible that when the elections proposed to be ordered by the department commander have been held, it may transpire that some better men have been chosen to hold the municipal offices than those who now occupy them, in which event these places may take a new lease of life and finally become prosperous communities. They were all considerably injured by the recent hurricane, but the damages done by that can be much more easily repaired than those resulting from years of misgovernment, unequal taxation, and official neglect.

San Guman, the remaining town immediately subject to the control of the military authorities of Mayaguez, had, some years ago, a population of nearly 20,000 souls. It is believed to be much less than that now. The town was founded in 1511 and is one of the most picturesque places to be found in the island or elsewhere. The soil

is so fertile in the surrounding country that it produces, or would produce, a wonderful variety of cereals, fruits, etc. It is, however, suffering from the same faults in administration as the places already named, and the department commander has been already requested to order an election held there as soon as convenient.

As, so far as I am aware, "all the measures and steps taken in the formation of civil government for the island and its several provinces and districts" are embraced in the general orders issued by the several commanders of the department of Puerto Rico, I presume that it is unnecessary to furnish them with this report to the department commander.

My efforts to obtain certain statistics which I thought might be of value in connection with this report—although I am not sure that they would have been—have failed. Those of an official nature, I was informed, could only be obtained with the consent of the authorities in San Juan, and those I endeavored to procure from the civil authorities here are so incomplete that they would have little or no value. The newspapers of the country are so entirely devoted to the indefinable thing they call politics, that they seldom contain anything about the manufactures, resources of the country, their development, or suggestions to their readers as to the best means of utilizing them for the benefit of the country; that they are, unlike the great papers of the United States, practically worthless as sources of information.

Very respectfully,

C. C. C. CARR,
Lieutenant-Colonel Fifth Cavalry, Commanding Mayaguez.

APPENDIX U 3.

POST OF PONCE, P. R., *September, 23, 1899.*

ADJUTANT-GENERAL DEPARTMENT OF PUERTO RICO,
San Juan, P. R.

SIR: In compliance with indorsement, August 21, 1899, on letter from the Assistant Secretary of War to governor-general of Puerto Rico, I have the honor to submit herewith a brief report on the matters indicated therein, as far as is possible for me to do without more preparation.

Prior to the occupation by the United States the industrial condition of the plantations and people were in a moderate state of prosperity. The farms in this vicinity were all in fair condition as regards the main buildings, but all others were, according to reports, in poor condition.

The main trade was with Spain, Germany, France, and Italy; very little trade, except in sugar, with the United States.

The people generally, in the municipalities, were burdened with heavy taxes to support a large number of high-salaried officials, whom, it is currently reported, appropriated some, at least, of the funds accrued to their own personal use and benefit. The running expenses of all the municipalities were very large, and as a consequence made a heavy burden on the planters, which, in turn, affected the labor by decreasing their wages and raising the price of food stuffs.

Socially, the people were divided into four distinct classes: The "upper ten," officials and professional men, who were almost entirely exclusive. Then another set, composed of professional men and large dealers, who, on certain occasions, met with the first. The third class comprised small owners, dealers, and artisans of all trades. This class of people kept almost entirely to themselves, making a very discordant element in most of the large towns, thus engendering severe political feeling. The fourth class was composed of the low order of blacks and native Puerto Ricans. These constitute most of the day laborers, and of them much good can not be said.

Autonomy was granted a few months before the declaration of war, which, according to reports, inaugurated a better feeling toward Spain.

As a result of the distinction in classes, the three lower classes were almost always arrayed against the first.

The assumption of autonomy had not, at the time of the occupation, entirely filled the expectations of some of the political parties. As, naturally, the party out were arrayed against the party appointed to power at the time, an effort was made to consolidate the two parties, without success.

Educational facilities were not good, and only a minor number of the lower class received any schooling.

Money generally was high and in great demand, and as a consequence the poorer people suffered a great deal for the actual necessities of life.

A detailed statement of the measures taken to form civil government under the military rule is not of course at hand here, for, generally speaking, these steps had their inception at the head of the government in San Juan, leaving part of the details to be carried out in the different municipalities. Legislation is confined in these places to the local ordinances necessary for the control of the police force, municipal boards, etc. The executive and judicial functions are vested almost entirely in the alcalde and council and the municipal judge, for all except criminal offenses, which were under the judge of instruction and the criminal court. The military power has not been used except in cases of extreme necessity, the only recent occasion being that of the storm of August 8, which somewhat demoralized the civil executive functions for about twenty-four, rendering action necessary.

Since the occupation and up to the date of the storm, August 8, the industrial conditions have, according to the best disinterested reports, improved, because the large owners, having been pecuniarily embarrassed by the heavy taxes and the want of money for current expenses, and a desire for that reason to dispose of their properties at a good figure to capital from the United States, improved the farms as much as possible in appearance, and in many instances in fact. Another reason, the price of coffee was expected to go up, so that by common reports these conditions have somewhat improved and an increase of crops been planted. The increased lease of time in which to pay off indebtedness and recover from the effects of former conditions has also enabled the planters to make minor improvements.

It can hardly be said that in such a short time the country has improved to the extent demanded by popular expectation, as a result of a war and occupation by the United States. There have been many necessary expenses taken off the budgets of most of the municipalities in this district, and taxes, in some instances, removed on small dealers and somewhat increased in other ways, taking a small portion of the burden of taxation from people least able to stand it.

The social conditions have not materially changed since July, 1898, according to common report.

The tariff is some 12 to 13 per cent lower than under Spanish rule.

The people generally feel more freedom of speech and action, amounting sometimes nearly to license, from an uneducated idea of freedom, but which is fast being dissipated.

It is regretted that this office has been unable, since the storm, to give more attention to minor details relating to civil matters, necessary for such a paper as this, and for this reason and the fact that my command here extends back only to July 1, this report is necessarily brief, nor do I know if it reaches exactly the points aimed at.

I expect to have within a week or two a paper from the town council on these subjects, which, if found of any intelligent use, will be forwarded.

Very respectfully,

ALBERT L. MYER,
Major, Eleventh Infantry, Commanding Post.

APPENDIX U 4.

PONCE, P. R., *September 15, 1899.*

ADJUTANT-GENERAL DEPARTMENT OF PUERTO RICO,
San Juan, P. R.

SIR: In accordance with indorsement of August 21, 1899, on a letter from the Assistant Secretary of War to the governor-general of Puerto Rico, dated Washington, D. C., August 9, 1899, I have the honor to submit the following report, which, in order to show all points as far as possible, is more detailed and extended than I had intended:

The conditions existing on the island of Puerto Rico previous to the American occupation, as is well known, were bad, and the government was by the few for the few. Trade with Spain was comparatively free (only 10 per cent duties being required), and the importation of a few articles was prohibited and an export duty on some articles was charged. Everything was done to assist the Spanish element, and little was done to assist the natives. Wrong and sometimes cruel treatment of the natives by the Spaniards was common. Actual slavery had been abolished, but virtual slavery remained, and no man knew when he was likely to commit an offense against the Spanish Government, and when, as a result, he would be imprisoned. For all this there was no redress. It was only a few months before the Spanish-American war began that autonomy was granted, and it may be assumed that it was

only in consequence of prospective war that it was granted. Besides, there were many social and personal abuses of the people that were not corrected by autonomy, so that the people were ready for any sort of a change which might in some way afford relief from their long suffering.

The American occupation began July 25, 1898, at Guanica, P. R., and was completed at San Juan, P. R., October 18, 1899. The Americans were received with open arms by the Puerto Ricans, especially those of the laboring and lower classes. The Spanish and their sympathizers naturally kept aloof. To anyone who had a good acquaintance with the Mexicans, had traveled in France and Italy, and was an observing man, the frequent "Vivan los Americanos" meant little, and was simply the outburst of the moment; but beneath those "Vivans" there was in the case of Puerto Rico more, because the fame of the great Republic had long been known, and the desire for the freedom of that country was great as the wrongs of the people had been great, and these wrongs had remained unredressed, so the people expected much from the Americans, not in a year, or a few months, but at once, and great has been their disappointment when as months have passed most of the island's conditions have remained unchanged, due largely to the politicians of the island. Among the first changes expected was free trade with the United States, an increase in the wages of the laborers, and a definite settlement of the money question. It was expected, too, that a great market would be obtained for the island's products. None of these things have come about. It was also expected that previous taxes and laws would be at once abolished, and a more just and equitable system of both be adopted at once. There have been efforts already made in this direction, with as yet small effect. The money question is not settled, and that fact has prevented the proper transaction of business, because of the uncertainties connected with it in consequence of the rates of exchange. I can not say that industries of any kind have increased, and many enterprises are awaiting a definite settlement of the tariff question, and others are held in abeyance because it is not possible to get franchises at present.

I find that the acreage of coffee has not been increased, but that of sugar and tobacco has increased some, and these are the chief crops of the island. The social conditions have remained about the same, though the people, especially those of the lower classes, enjoy a personal freedom unknown under the Spanish rule. Educational facilities were, and are still, very few and rudimentary. The public schools are not such as would be recognized as such in the United States, while there seems to be a desire among many to learn; still, among others there is little desire or disposition to spend money for education. Idleness has not increased, still I don't think it has diminished much. A great deal of the idleness is enforced, especially in the interior, where at some seasons of the year it is impossible for laborers to find employment. This, of course, has a tendency to create disturbance, which might not otherwise occur. The work on the roads last spring was of immense benefit, because it gave employment to so many men, and so kept them occupied, and because they received in most instances their money directly, instead of through the medium of "bosses," who formerly made way with most of the money before the laborer received it, and because it distributed money throughout the island. Prices are higher than formerly, and the tendency is to charge in American money the same prices as were charged in Puerto Rican money. Such a change adds 60 per cent to the purchasing price, paid by the consumer, while the cost price to the seller remains the same. The duties now charged on goods imported are about 1 per cent lower than under the Spanish régime, as stated above; yet the amount of duties collected remains about the same, thus showing an increase in importations.

In general it may be assumed that there has been a slight improvement in the industrial, economic, and social condition of the island, but not such an improvement as was expected by the people. On the other hand, it must be remembered that radical changes can not be made at once, but are the growth of time, and that several years must elapse before the full effect of the American occupation will be known. It is hard to impress this fact on even well-to-do natives, for they grow impatient over expected changes that never come about. By far the largest part of any dissatisfaction that exists is due to the political agitation of the island. When the Americans arrived the two political parties on the island were each expecting to be recognized, one more than the other, however, as it was already in power at the seat of government. Neither of these parties, so far as I could ever ascertain, had any cause for existence after the close of the war, as with the passing of the Spanish authority all points of difference of any real importance should have, and probably really did, disappear. But the two parties still exist, chiefly I think because of the idol which one party has made of its leader, and which has caused that party to deny freedom of action or thought to the more ignorant members of the party who may wish to act independently. Any recognition of any party at the beginning was, I

think, a mistake, which has hindered the advancement of the island and progress toward new methods which would otherwise have been adopted for the great benefit of the people of the island. As it was, the party in power remained in power and was much more interested in putting its friends in offices as alcaldes and councilmen in the various towns and villages of the island than it was in reforming abuses; and it seemed to me that the politicians were anxious to get into offices in order that they might to some extent at least do just what the Spaniards in the same position had done.

There was an immediate demand that everyone who had been employed by the Spaniards in every town should be immediately removed from office without regard to nationality or the fact that they were competent and filling their positions satisfactorily to all. That was one thing expected from the American occupation. Those that had never been in office were to get offices whether fitted for them or not. The Spaniards had filled offices, grown rich, and left the country; why not they? This desire was natural enough, but the full effect of carrying it out can only be understood when it is known that politics on the island was at the time of the American occupation personal, whatever it may be now; and this fact interfered with business of every kind. It does to-day. Could the two political parties of the island be united, at least temporarily, it would make a great difference in the progress of civil affairs on the island. Of course, two parties would be again formed, but on different lines, like the parties of the United States. Politics in the United States is not the same as here, and Tammany Hall in its palmiest days never reached the level of Puerto Rican politics. The fact that the same government as that which existed under the Spaniards was continued for a time, at least, under the Americans caused disappointment to a large number of people, because many of the acts of the Governor-General were obstructed as far as possible by those civil officials whose duty it was to execute them, and some of those acts are to this day a dead letter in many towns and villages; and the effect has been to seriously delay progress on the island. A change in methods implies generally a change in some of the officials; hence the failure to carry out instructions. Any change not involving an expenditure of money or necessitating the changing of officials is generally carried out.

The order granting the right of habeas corpus when thoroughly understood will be highly appreciated, and I do not think the people will ever allow it to be changed. It will correct a great evil on this island, namely, the power of alcaldes and others to imprison people on mere suspicion and keep them imprisoned for unlimited periods without a trial or hearing of any kind. This power is still exercised, especially in the interior towns, by ignorant alcaldes. The exercise of this power has enabled alcaldes at the instance of others often higher in authority to imprison those who were politically opposed to them so as to prevent the spread of their influence, etc. The politicians have not been anxious to have changes made, and if they have fully understood orders and reforms they have often failed to explain them, except where it would be to their advantage to do so. This will explain the slow progress in the many parts of the island since the American occupation. The voice of the politician has been stronger than the voice of the Government. The people have learned under their former government not to trust each other, consequently they do not trust anyone else, so they have largely assumed that an American official is on a par with the Spanish officials until he shows himself of a different stamp. The fact that some officials have not acted as they should have done has helped to bring forth the now often-repeated statement that "things are no better than they were under the Spaniards." I have found no one, however, who says they are any worse. The politicians of the island are to blame for its condition, and I believe that if for a few months, at least, after the American occupation American officers of experience had been put at the head of affairs in all departments the politicians would not have had anything to do for a time. The town treasuries would have had much more money in them, the number of false imprisonments would have been reduced to a minimum, if not totally prevented, the town councils would have performed their duties instead of being weekly political conventions, which they virtually were and probably are still. Greater progress would have been made, better and more honest methods of business would have been learned, island politics would have largely died out, and above all, the people would have been much more contented, because a full treasury implies honesty and absence of ward politics implies justice, and both imply a good administration. There would have been practically no objection, because such action would have been expected as a natural result of the war. Any objections would have come from a few politicians who, of course, would not care to lose their power or hold on the people.

I give this opinion as the result of my own experience and that of other officers and other Americans of the better class, who have great sympathy for the people and are

willing to do much to better their condition. Great patience is required in dealing with the people of Puerto Rico, who neither understand our language and customs nor our educational and religious systems. This naturally produces suspicion, which, under ordinary circumstances, would not be warranted, because under the Spanish régime there was foundation for it. Some officers and many other Americans in the pursuit of business openings have forgotten and still forget to exercise patience of any kind, and have not taken and do not take into consideration language, customs, etc., but want an immediate change, and this has caused and still causes more opposition to change or reform, with the result that many natives who have not been out of the island doubt whether there is any liberty in the United States. Americans have failed, too, to take into account the intense feeling of "*la patria*" that exists in the island, which we do not understand, but which to them means a great deal.

There is quite a difference in many ways between most of the coast towns, where the natives often come more or less in contact with foreigners, and the interior towns, where, owing to lack of means of communication, the people rarely meet strangers. The town governments are about the same everywhere on the island, and in all of them the *alcaldes* have too much power in many ways and not enough in others. The position of *alcalde* is sought for on account of the salary and perquisites; councilmen receive no salaries. An *alcalde*, especially in the interior, is somewhat of a despot, who feels as though what he does is of necessity right, and resents any attempt to call him to account for any of his acts, and justifies his acts by a simple affirmation or denial of what he has done, especially in the line of expenditures. He needs the office and his political friends need it. He gets the salary and they pay few taxes—just enough to prevent its being said that they pay none. The nonpolitical friends of the *alcalde* and those who have in any way incurred his displeasure pay all their taxes, and some pay more. Under the former régime it was useless to complain, and many have grown to believe it useless still. Taxes are often collected, and yet the employees remain unpaid or else receive small portions of what is due, varying in amount according to their political standing, getting a duebill for the rest. This duebill is often sold at a discount to some merchant, and becomes to some extent commercial paper, and is finally at some time, when the town treasury has more than the usual amount of money in it, paid, and the treasury being short that much money new due bills are issued to other employees, and so on. This will account to some extent for deficiencies in many treasuries. Usually, if the taxes are honestly and impartially collected, enough money will be received to pay the current expenses of most towns, and have a small surplus which could be used to pay outstanding debts each month, and gradually pay them off. It sometimes happens that attempts are made to force small landowners, by high taxation, to sell their property to large landowners whose property surrounds their own, and whose taxes are not above the ordinary.

The abuses herein mentioned in connection with small towns were in existence when the Americans arrived, and they are, so far as I have observed, still in existence, perhaps not to the same extent in large places like San Juan, Ponce, and Mayaguez. However, I have been told right here in Ponce by Puerto Ricans that they do exist, and that one reason why they wanted their party in power was because "they would not have to pay so many taxes."

There is a class of natives who have often held office and have been appointed and reappointed till they have grown to feel that they have an inherent right to office, whether fitted for it or not, and when any change is made they resent it, though by their own indifference to the welfare of the people they have made changes desirable. These men could do much but for their indifference; as it is, they are a drawback to reforms, chiefly because they are not first consulted about them, even the smallest acts of a town council. There is another class like the first, only they work entirely for their own interest and that of their particular party, under cover of seeking liberty and freedom for Puerto Rico. One class is just as bad as the other, and both are a hindrance to advancement and progress of any sort. The absence of a middle class is the great drawback to reform and change. An honest election to the smallest office would be an impossibility without the closest supervision of American officials, not because honest elections are not desired, but because dishonest ones have always been the rule, and no efforts seem to have been made to make them honest.

On the other hand, whenever anything is done honestly, so that all can see that it has been justly and impartially done, it is appreciated by all, and creates a feeling of satisfaction and contentment very noticeable, and this applies to everything. Efforts have been frequently made to try and introduce new and better methods of justice, taxation, and education, but these have not yet met with such results as might have been hoped for, although I hardly think there has been time for any change yet. The abolition of the office of secretary of justice was one of the best acts of the

government, and one that I think has been highly appreciated, except by the politicians.

Arriving in Puerto Rico and landing at Guanica on the 2d of August, 1898, I, with my company, accompanied the expedition under General Schwan against the Spaniards, through Hormigueros to the outskirts of Las Marias, returning to and taking station at Mayaguez on the 28th of August, 1898. I observed the people of the country, their habits and conditions, as far as possible, while with the expedition and while at Mayaguez, and noted the great cordiality with which we were received. It is evident that much was expected, and it is now evident that many of the expectations were doomed to disappointment. The following is given to illustrate what had to be done:

On the 18th of September, 1898, I was ordered to proceed with my company (H, Eleventh Infantry) to Aguadilla, on the northwest coast, to occupy that town and to take charge of the custom-house. At the same time I was to escort 146 Spanish prisoners of war, under charge of Maj. H. H. Benham, ordnance officer, U. S. V., who was to turn them over to the commanding officer (Colonel Picaso) of the Spanish troops at Aguadilla.

Arriving at the railway station, about 1 mile from the town, the prisoners were turned over to Colonel Picaso, of the Spanish army. Having arrived a day sooner than that named for the occupation of the town, I, at Colonel Picaso's request, remained at the railway station and camped there till 7 a. m. on the 19th, at which hour the Spanish troops marched out of one end of the town and I with my company marched in at the other, arriving at the city hall a few minutes before 8 o'clock. The American flag was raised over the building in the presence of a great crowd and much applause. The alcalde, the city councils, and the representatives of different workmen's organizations called soon afterwards, and the barracks, custom-house, and other public buildings were taken charge of. That very day, on the arrival of the American troops in the town, there was a strike of the lightermen who were unloading two ships in the harbor, and soon after my arrival at the hotel I was visited by a delegation from them, who stated their grievances, claiming that they were not receiving sufficient wages to support their families; that they were paid so much a trip for lighterage on the supposition that they could always make a certain number of trips per day, and so receive a fixed amount. They said, even if they could make the number of trips stated—which they generally could not—they would not receive enough, considering the fact that, owing to no ships arriving, they could not have employment every day. They further stated that the merchants had agreed to increase their wages one-half the amount asked, but that was not enough, and, furthermore, the merchants had not carried out their agreement and had not raised their wages at all. I told them that I had just arrived in town and knew absolutely nothing about its affairs, and that until I did know something about them I would not interfere except to preserve the peace. They said that it was expected that when the Americans came American wages would prevail over the island. I told them that such a change as that would only come with time, and could hardly be made at once. I advised them to go to work again, and that if the merchants had agreed to pay them higher wages and had failed to keep their agreement, there was cause for complaint, and I would see the merchants and try and persuade them to carry out their agreement.

Later the chief merchants came to call, and spoke of the strike, and admitted having promised to advance the wages as stated by the workmen. I told them that they should certainly live up to their agreement. They contended that the men could make a given number of trips per day, in which case their wages were high enough. After investigation I found that the men were right, and that the merchants were wrong, and I so informed the latter. They then carried out their agreement for an advance of wages, and the men went to work. There was never another strike while I was at Aguadilla, but later on there was some talk on the subject.

This incident is not much, but it shows one of the things expected from the American occupation, which has not been realized.

Major Benham, U. S. V., after turning over the prisoners, returned to Mayaguez. The same day I took charge of the custom-house, and at that time the customs collector was also internal-revenue collector. I was asked to immediately discharge various employees because they had been employed by the Spanish Government. This I declined to do until I discovered some good reason for doing so, especially as some of them—most all, in fact—were Puerto Ricans, and were acquainted with the work of the office, and I had not been in the town twenty-four hours, and knew nothing about the office. I never did discharge any of them till by reduction of the forces it was necessary to do so, and they all proved themselves very efficient in their various positions.

The alcalde wanted me to fill some vacancies in the city council, but I told him that although I had received no orders on the subject, still I had no intention of interfering directly or indirectly, unless absolutely necessary to preserve order, and that at any rate I had not been there long enough to know whom to appoint, and that if I did appoint any new officials I would not do so until I had found out something about them. I further stated that I thought that in time some instructions would be received to cover the case, so I disturbed nothing and said I knew nothing of the island politics, and would not recognize any political party. I found that the alcalde had someone he wanted to put in office, and he asked me to remove the jailer on some trivial ground. After investigating I found that the charges were not true, so would not remove the jailer without orders from higher authority. The alcalde threatened to resign, and I told him that was his own affair, and next day he did so, and although he was a very good man for the place I accepted his resignation, and found afterwards that he was much surprised because I did so. It had a good effect, however, for the other officials dropped politics at once.

The district commander, it was reported to me, had allowed the council of Ponce to elect its own officials and alcalde, and the best citizens of Aguadilla said they would like their council to have the same privilege. I told them that I had no orders on the subject, but that I had no objection to the council electing its own officers if it was in accordance with existing laws, and it appeared that it was.

The council accordingly elected members of council to fill existing vacancies, and then selected a new alcalde. Meantime the American occupation had been completed at San Juan in October. After the council's action I sent a list of the city officials, including councilmen, etc., to the governor-general, and the same day received orders to send a list of names of citizens, and for alcalde to fill vacancies. The men just elected by the council to fill vacancies and for alcalde were among the best citizens of the town, so I simply sent a copy of the list previously sent containing the names of all those elected by the council, assuming that for that reason, if for no other, they would probably be more acceptable than any others I could appoint. The list was not accepted, but an order was received appointing an alcalde and sufficient number of councilmen (none of those recommended) to complete the council. When I saw the names in the order I was considerably surprised, and so were all the best people of the town. There were included in the list the names of three men who bore unsavory reputations, and whom I had, at the request of merchants and others, tried to keep out of the council, and I judged that they would sooner or later make trouble in the council and out of it, and since then one of them has been killed in a shooting scrape. The new alcalde was an educated man, who spoke English and French, as well as Spanish, fluently. Having spent a number of years and been educated in New York (six years) and in Paris (nine years), he was supposed to do well in office; but, owing to the character of the council he had to deal with, he could do little. However, he did much toward cleaning up the town and improving the streets. This was not what the new council wanted. It wanted all salaried offices and wanted one of its members—the man afterwards killed—to be alcalde in the place of the one appointed, although the latter belonged to the same party.

Then certain measures were to be enacted by which certain planters (of the opposite party) were to be mulcted under the name of collecting back taxes by placing an embargo on their cane fields. The brother of the man whom it was desired to make alcalde was already alcalde of Moca, a town 4 or 5 miles away. Charges had already been made against these men, the alcalde of Moca and his brother, the member of Aguadilla council, before the arrival of the Americans. The combination of these two created trouble at once, especially as the alcalde of Aguadilla and the minority of the council formed a stumbling block. The people of Moca complained until the governor-general ordered an investigation, which required a full month, and very clearly established the guilt of the alcalde of Moca in misappropriating the town money. This report of the investigation was duly forwarded in December, 1898, and duly pigeonholed by the secretary of state, Mr. Rivera. In the interval the alcalde of Aguadilla was continually complaining to me about the council, and stating that he could do nothing as long as the three objectionable members remained in the council. I told him I would not interfere with civil affairs and that he should complain to the secretary of state. He said "it was of no use," a fact I soon discovered to be true. Then the alcalde was directed by the governor-general to have the council elect three new members of the council and eject the three objectionable members. At the same time he got a private telegram from the secretary of state not to put anyone out of the council unless he voluntarily resigned. The alcalde then came to me and said he could do nothing, and asked me whether to obey the order he got or Mr. Rivera's telegram: I told him there could be no question as to

which he was to obey, as there was only one governor-general and Mr. Rivera did not occupy that position. He said there would be trouble if he carried out orders and disobeyed his party leader. I told him that was his lookout.

At the next meeting of the council he did begin to read the governor-general's orders, but it was too late, as I supposed it would be, and at 10 o'clock at night the alcalde came to my quarters greatly excited, and stated that the council had put him out and elected one of their members (the one referred to before, brother of alcalde of Moca) alcalde, and had told him (the legal alcalde) that he had no right to be nor authority for being alcalde, and they did not want him anyway. He called on me for protection. I told him that unless violence had been offered I could not interfere, and furthermore the council had adjourned peaceably and the town was quiet. He asked me to telegraph or write the governor-general, but I told him that if he would make a complete report in detail of the whole trouble over his signature as alcalde I would be glad to forward it for him, but that I thought that under existing orders it would be better to telegraph or write to the governor-general directly. This he did, giving all particulars. As a result I was ordered on February 1, 1899, to take charge of the office of alcalde and appoint a new council, and if necessary appoint a committee to investigate the accounts of the city officials. In this connection I will state that all the minority members of the council of the opposite party had tried to resign and in lieu thereof had ceased, a month or two before, to attend the meetings of the council, so that they had nothing to do with the high-handed proceedings related above. Meantime the alcalde of Moca continued his arbitrary actions and refused to account for the town money expended by him, with the result that the citizens were continually complaining and requesting his removal. He also had placed an embargo on a sugar plantation, stating that he did so to collect back taxes, when in reality it was done to collect money to make up his deficiencies.

The result of this was that the same order that appointed me alcalde of Aguadilla directed me also to depose the alcalde of Moca, take charge of the affairs there, and appoint a new council. The order allowed a great deal of latitude, and I realized that fact. I went personally to each of the party leaders at Aguadilla and told them that to avoid future trouble and in order that the council might work for the good of the town, I would like them to each have a meeting of his party and name ten members from among the best citizens, so that the council would be composed of an equal number from each party. This was done, and then I had a meeting of all the new members at my own house, as well as other prominent citizens, and then requested each party to make any objection known to the members of the opposite party, stating reasons. Then I asked each to drop politics and work for the town, and all agreed to do so. At the first meeting of the council I stated that I would in no way interfere with the city government, but would see that all laws were executed, in accordance with my duty as alcalde, and that I did not care to have my presence interfere in any way with free discussion or business of any kind in the council, but that I thought that it would be better to drop all political discussions. All agreed to this end, and the council worked harmoniously and did good work till long after I had ceased to be alcalde. As alcalde I soon discovered why the treasury was empty, viz, partly from the paying of duebills to favored parties, and partly from failing to collect all taxes due, and partly from lack of proper system of local taxation. When the treasurer brought me a pile of duebills, varying in amount from \$5 to \$75, and dating back from a few days to six months, I inquired where they came from, and he said they were presented in part payment of taxes. Some of them were greater and some less than the amount of taxes due from individuals; whenever greater, the parties were paid the difference, and where less, the parties were to be credited with the amount of the bill.

After inquiring as to the amount due for salaries to employees, the police, etc., I found that none of them had been paid to within three months of that date, and that if duebills were paid and accepted for taxes little money would be received for taxes, current expenses could not be paid, and more duebills would have to be issued; so I directed that for the present no more duebills would be accepted for taxes, and that all taxes must be paid in money, and all then due must be paid on or before a fixed date, and also that all laws on the subject would be enforced. The effect was magical. In a few days there was money enough in the treasury to pay the police up to date and the other employees two months' back salary, besides in addition, to pay off several large duebills. Later, I paid the employees another month's salary, and afterwards more duebills, this leaving them only the current month in arrears.

At the end of one month the governor-general directed that the council elect their own mayor. I read this order, and the council elected all the subordinate officers but no mayor, and requested me to remain in the position longer—for a few months till affairs quieted down. I said I could not do so and the council must elect its own alcalde.

The council put it off quite awhile, but finally elected one of its members alcalde. I accepted, of course, no salary while alcalde, and gave what it would have amounted to to the two hospitals of the town, and turned over to the new alcalde between \$2,500 and \$3,000—more than sufficient to pay all expenses of the town for the current month. Everything was working well and so continued for some months, till just before I left Aguadilla, when all the employees and the police complained that they had not received their salaries, and some citizens petitioned for the removal of the alcalde.

At Moca the alcalde was deposed by me as ordered, and a new council was appointed, and subordinate officers elected in strict accordance with law. Everyone except the ex-alcalde expressed himself as satisfied with the change and the elections. I told the council that later it could elect an alcalde when notified, and meantime I would not interfere with the city government. Two weeks afterwards the council elected a new alcalde, and everything has been quiet since.

From the 19th September, 1898, till February, 1899, but particularly in October and November, 1898, I was continually called on for protection to various plantations and other property, particularly in the neighborhood of San Sebastian, Moca, and in the vicinity of the Guayataca River, between Ysabela and Quebradillas. A great many arrests were made by detachments sent out in connection with civil authorities, and many of the perpetrators of arson, robbery, etc., were afterwards sentenced to long terms of imprisonment by the military commission, but many others got off because of the suspension of the commission. Could this commission have been appointed sooner, so as to make an example at once of a few brigands, all crimes of arson, etc., would have ceased much sooner, and thousands of dollars worth of property would have been saved. I think at least \$800,000 worth of property was burned, stolen, and destroyed in the San Sebastian district alone, and it was only by ignoring to some extent the orders against leaving detachments at plantations that much property was saved. Patrols were little use, because the incendiaries simply waited until the patrol had passed, and then burned up the plantation buildings.

So much destruction of property had a disastrous effect, and up to the present time has, in the district of San Sebastian at least, discouraged planters from planting more cane, tobacco, or coffee, and rebuilding and refitting their plantations. The recent hurricane will add to their discouragement.

During my stay of ten months in Aguadilla I made a point of observing everything and as far as possible getting acquainted in every way with the customs and habits of the people. I received, as everyone will in such a position, hundreds of letters of every sort, to say nothing of petitions and applications of all sorts. As often as opportunity came I made it a point of reading all the letters, etc., and in case of complaints, examining both sides of every case and getting all possible evidence before giving a decision. This was new to most of the people, but it was just, and the moment everyone realized that fact there was intense satisfaction and no one complained of my decisions. At first I found, in talking of official affairs, in compliance with orders, that they were not always pleased with what was generally considered to be a good order, and I concluded that the trouble must be with the interpreter. So after explaining an order one day, and the people concerned said they understood it, I went to the office and told the interpreter to write out the order in English just as he had interpreted it. Then I saw at once that while the words were there, the meaning was not. After that whenever any interpreting was done I required that after anything was interpreted the explanation of what it meant should also be interpreted. After that everything went smoothly. I think this is a point that is neglected by many Americans, and that fact has been the cause of much trouble. A simple translation is not sufficient as a rule, but the explanation must follow. This failure of officials to make clear the meaning as well as the words of what is said in orders, etc., intended to benefit the Puerto Ricans has had much more to do with delaying progress than would ever be supposed. Even statements made by the President himself have been so twisted that the meaning understood was totally different from what was ever intended. The difficulty alluded to occurs quite as often with educated Puerto Ricans as with others, and the result has been that much that was expected has not been accomplished since the American occupation.

During the ten months of my stay at Aguadilla I made it a point of being absolutely just, as far as possible; of making every order received clearly understood, both as to words and as to meaning, and of making no distinction between parties, and of never intruding any of my own religious views or in any way interfering with the customs of the people, except when ordered to do so. At first there was some objection, because absolute justice is not what some people want, because they don't get what they expect always, and because the members of each party wanted things all their own way. Great patience was required, but I soon had reason to congratulate

myself, for the people became satisfied and contented. Other officers have had the same results, but on the other hand there are officers and other Americans who in strong language have announced their dislike for the country and its people, have exercised no patience, and made no effort to consider difference of language, customs, or anything else; so that in such cases no good has come from the American occupation. These cases have been comparatively few, however, and it may be again stated that the general effect of the American occupation has been good. Many abuses have been corrected and attempts have been made to correct others.

The people do not yet understand the political freedom of the individual man. The freedom to think, to act, to vote, to live, or to belong to any party he chooses is not yet understood by the masses, who conduct themselves largely as directed by their party leader. Thus I found at Aguadilla that a number of worthy men were shut out of employment on the road work because they did not belong to the same party as the gang boss, or chief of section, who at the same time asserted that "he could get no more workmen." Of course such abuses were corrected when known, but then there must always be many cases where they are not heard of. The same thing exists, as it does often, particularly in the smaller towns, where a town council won't allow the minority members to have any voice in discussions, and often don't want to allow any of the opposite party representation, and threaten to resign in a body if a member of the opposite party is appointed or elected to their body, using this as a means of gaining their point. When Puerto Ricans begin to understand this they will not allow it, but just now one of the parties on the island will not allow liberty of action of any kind in such matters.

For the rest, free trade with the United States was expected and should be allowed. If not granted in all things, it should be in some. Flour and rice should be admitted free into Puerto Rico, and tobacco and sugar, as well as coffee (now free), should be admitted free into the United States. Practically all the flour comes from the United States and all the rice from Germany and England. These articles being free will make, or should make, the poor man's living cheaper. Beef cattle are free, and it may be that in time it can be added to the food of the poor man in lieu of so much codfish. By allowing tobacco free entry into the United States that industry will be greatly stimulated and the poorer classes greatly benefited, because tobacco is a crop that a man with only one acre of ground can raise a little of and sell. The same is true, on a larger scale, of sugar. Both small and large planters will plant more and more laborers will be employed on the plantations. Surely our sugar and tobacco planters at home can not justly complain of the free entry of tobacco and sugar from our own province of Puerto Rico.

Public works, especially roads, will give employment to many men and make easy communication with the interior, now almost impassable in some places. The abolishment of all forms of monopoly. Monopoly in each class of goods seems always to have been the idea of freedom for each of the small interior towns, especially monopoly in bread and meat. I found in Aguadilla that one man controlled all the beef sold there by paying others a tribute for not selling it. When an order was issued allowing everyone who chose to do so to sell beef after proper inspection, for a while beef was cheaper; but the same man simply raised the amount of his tribute paid and again controlled all the beef sold there. He controlled the beef market when I left there. Of course there was some politics in it, and he got certain privileges, but that was not public. There have been several efforts to stop monopoly in beef, bread, and other articles of food since the American occupation, but most of them have as yet been unsuccessful.

The island of Puerto Rico is rich and fertile, but has been virtually neglected so far as doing anything for the elevation and advancement of the people is concerned, with the result that the laboring classes in particular have been oppressed and kept in ignorance and without freedom. It will require years of patient work to even make a good start in education, not in books alone, but in affairs of business and life at large, according to modern ideas. Yet the people only need the opportunity and freedom from the political thralldom of the island politics in order to make an honest start. They want encouragement in honest and progressive methods by honest officials in all positions, and to feel and know that they are citizens, and that they have some voice in the laws made to govern them. They need broadening of views; and if some of the people of the island could be given some official employment in different parts of the United States, not in the coast cities alone, for a year or two, so that they could note the methods of government, excellent results would follow. Should free trade be granted, monopoly suppressed, justice be assured by the enforcement of the habeas corpus act, the tax system be gradually readjusted, a system of honest elections established, and the monetary system be permanently fixed, the full effect of the American occupation will be known. I have alluded to the power

of alcaldes of towns, especially in the interior. Each town, no matter what its size, has an army of officials, all salaried except the councilmen. Everyone is given an office when it is possible to create one, so that there are two or three officials where one would be more than sufficient. Under this system, inaugurated by the Spanish Government to strengthen its power the people have been educated; and as they have been taught no other, they allow it to continue, not knowing how to get rid of it and its attendant evil of heavy taxation, usually beyond the power of peasants, on whom it mostly falls, to pay in full.

With low wages and heavy taxation on all sides and a lack of employment for months at a time, what wonder it is that murmurs of dissatisfaction are now and then heard and an apparent lunatic (I can not think him sane), like the editor of such a paper as *El Combate*, of this town, is able to find a wide circulation for his paper. The peasants, peons, or laborers, whichever name they go by, are a wonderfully cheerful and patient people, and they have been cruelly wronged, yet to-day they are squeezed dry, so far as any worldly goods are concerned, with no visible means of replenishing their stock at present. The American occupation has helped them some by giving them employment at times in various ways. If they can be kept employed contentment will reign.

One of the best effects of the occupation is the lesson of self-government taught by the recent elections ordered at different places on the island. With at least one such election in each town, supervised by officers under such instructions as will insure absolute honesty, the effect would be marked. A gradual instruction of the people in that way will soon educate them to such a point that they can govern themselves. I do not believe the effect of the American occupation has yet reached the point where self-government in the full sense of the word can begin. Changes can be made now and mistakes corrected, things that can not easily be done later. Conversations with Puerto Ricans most interested, whenever opportunity has occurred, and a careful observation of all conditions wherever I have been, including frequent visits to interior towns, have failed to discover more than a small number of persons, except the politicians (chiefly of one party), who want self-government now. Of course all want it and should have it later, when the conditions are better. Comparatively few fully understand what self-government means. Here it seems to mean all the salaried offices with the privilege of manipulating the same. The condition of the poor and the taxpayer would remain the same as now, and any progress would be very slow.

The American occupation has given comparative freedom to the press, and above all it has separated the state and the church, which was formerly used by the Spanish Government as a means of oppressing the people. As stated in another part of this report, I consider the effect of the American occupation good; that such people require a strong or at least a firm government, and that before they are able to honestly govern themselves in every way they must be educated. I have the greatest sympathy in the world for these people, and if after a very intimate acquaintance with them for over a year I could say that they were in all particulars fit to govern themselves, I would gladly do so; but I can not at present. They are having all the local self-government now that is possible, more by far than they would have in most parts of the United States. I have alluded to the politicians of the island, because they have done about all that has been done to prevent the good effects of the American occupation. I have also alluded to the retention in power of the existing officials at the time of the occupation, because it is a well-known fact that Mr. Munoz Rivera, who was then secretary of state, managed to immediately put his own followers in office as alcaldes and councilmen all over the island, without regard to the wishes of the different communities, and this fact interfered very much with the good effects of the American occupation by creating discord.

While there may not be much difference between the parties of the island, there is enough to know that one of them accepts the American occupation in good faith, and makes practically no opposition, while the other, owing to its idol, does. In stating that the results would have been different, and better, if American officials had been put in office as alcaldes, I did not mean that the local, or municipal government was to be suspended; I meant that the town councils and other officials would continue. In this way politics would have been kept out of the municipal governments, which would soon have learned American methods, to a greater or less extent, and the personal and bitter side of island politics would have gradually disappeared. At least, that was my experience at Aguadilla. Unfortunately the American occupation has not, as yet, had such an effect as a whole.

My own relations, both personal and official with the people, have always been very pleasant, and I believe everyone will have the same experience who acts with patience, justice, impartiality, and firmness in all things.

I have barely touched on most subjects mentioned, but I hope sufficiently to furnish some of the information desired.

Very respectfully,

FRANCIS W. MANSFIELD,
Major, Eleventh Infantry, Collector.

N. B.—My reference to the officials in power at the time of the occupation has no reference to local officials.

F. W. M.

APPENDIX U 5.

HEADQUARTERS DEPARTMENT OF PUERTO RICO,
OFFICE OF CHIEF SIGNAL OFFICER,
San Juan, September 15, 1899.

ADJUTANT-GENERAL DEPARTMENT OF PUERTO RICO,
San Juan, P. R.

SIR: In compliance with your instructions I have the honor to infold a memorandum upon the questions submitted to me for examination in the order bearing your indorsement of August 21.

Accompanying this paper are a series of eight maps, as follows:

1. Waterways and altitudes.
2. Land communications.
3. District boundaries used in census.
4. Density of population.
5. Location of coffee culture.
6. Location of cane culture.
7. Location of tobacco culture.
8. Precipitation.

Respectfully submitted.

W. A. GLASSFORD,
Major, Signal Corps, U. S. V., Signal Officer.

CONDITIONS EXISTING IN PUERTO RICO UPON THE ASSUMPTION OF CONTROL BY THE UNITED STATES.

INDUSTRIAL.

The industries of Puerto Rico are almost wholly agricultural, and consist mainly of coffee, sugar and molasses, tobacco, and rum. There is no means of accurately measuring these industries except in their export values. Coffee is the most important, and the quantity exported in 1897 was 23,505 metric tons, valued at 12,223,000 pesos. To this must be added the home consumption, which is considerable, as it is said that coffee is drank to excess by the population.

Estimating the home consumption per capita at one and one-half times that of the United States, the entire product would amount to 29,580 metric tons, valued at 15,250,000 pesos.

Of the quantity exported, only about one-tenth of 1 per cent went to the United States. Spain took 29, France 25, Cuba 17, Germany 17, Italy 8, and other countries 4 per cent.

In the cultivation and preparation of coffee it is difficult to estimate the number of hands employed, as after the coffee is planted its cultivation and the gathering of the berries is comparatively light work, which is performed mainly by women and children. It is grown principally in the mountain districts, there being 122,399 cuerdas under cultivation in 1897, and those who cultivate it also raise other crops, such as rice, plantains, yams, etc., for home consumption.

A map accompanies, compiled from the census of 1897, giving the number of hundred cuerdas in each district.

The next industry of importance is sugar and molasses, which, valued also by their exports in the same year, amounted to 4,411,000 pesos. The sugar alone amounted to 57,649 metric tons, valued at 4,008,000 pesos. Estimating the home consumption per capita at one-third that of the United States, the total production would amount to 66,154 metric tons, valued at 4,467,000 pesos. Of the quantity exported, 61 per cent was taken by the United States, 31 by Spain, 3 by England and her colonies, 3 by Denmark and her colonies, and 2 per cent by other countries.

Cane is grown upon the lowlands around the border of the island. In 1897 there were 61,498 cuerdas (1 cuerda=0.94 acre) under cultivation. This industry, it is estimated, employs 30,000 hands, mostly men, who, with their families dependent upon them, make an aggregate of 150,000 persons depending upon it wholly or in part for their living.

A map accompanies, compiled from the census of 1897, giving the number of hundred cuerdas shown by the numbers placed over the districts where grown.

In the cane industry there are three products—sugar, molasses, and rum. By the process of sugar manufacture at present prevailing the cane produces $8\frac{1}{2}$ per cent of its weight in sugar and $3\frac{1}{2}$ per cent of its weight in molasses. The molasses when distilled, will yield 2 per cent of the cane's weight in rum. That is to say, that with every 100 hogsheads of sugar there are 40 hogsheads of molasses, and the latter can be converted into 24 hogsheads of rum. The molasses produced in 1897 would, according to this calculation, amount to 26,451 metric tons, of which 11,529 tons were exported, 11,087 tons consumed at home, and 3,845 tons converted into rum. The rum amounted to 2,310,000 liters, and of which only 310,000 liters were exported. The 2,000,000 liters of rum consumed in the island is valued at 6 cents (American money) per liter. Its consumption has heretofore been taxed for internal revenue only in some places, and that very lightly, amounting to less than 2 cents per liter. A tax of 25 cents per liter would, the consumption being the same, produce a revenue equal to that of the entire internal taxation as at present levied.

The tobacco industry is confined almost entirely to the raising of the plant, there being 4,264 cuerdas under cultivation in 1897. The plant seems to flourish generally over the island, but is found mostly in the highlands. After the plants are once started the labor employed is mostly performed by women and children. The ground upon which tobacco is cultivated is found for a great part upon hill or mountain sides and in patches not generally exceeding a few acres.

Before the American occupation nine-tenths of the tobacco exported went to Cuba, where it was manufactured; the remaining tenth was distributed between Spain, the United States, and Germany. The total export was valued at 1,194,318 pesos. The cultivation of tobacco, as admitted on all hands, is much below the possibilities. If the whole of this crop, even as it stands, were manufactured on the island it would give employment to many people and greatly increase the profits of this industry and stimulate further production. A map showing the hundred cuerdas in tobacco accompanies.

There is a small amount of tobacco, matches, salt, and a few other articles manufactured on the island.

ECONOMIC.

The land area of Puerto Rico is 3,596 square miles. Of this, 12 per cent is given to agriculture, 46 per cent is used as pasture land, 27 per cent is occupied but can not be classed as agricultural or pasture lands, and 15 per cent includes towns, rivers, roads, etc. Of the total area of the island, 5 per cent is devoted to coffee, $2\frac{1}{2}$ to cane, and less than two-tenths of 1 per cent to tobacco.

Of the 438 square miles given to agriculture, 41 per cent is devoted to coffee, 20½ per cent to sugar, 1½ per cent to tobacco; 37 per cent of the remaining agriculture is devoted to miscellaneous cultivation, but it must not be inferred that any part of this latter class of land is devoted to gardening. There is practically no gardening in Puerto Rico.

The part of the island devoted to fruit is classed as agricultural land, but its cultivation is confined to the first setting of the plant or tree, after which it matures in the wild state. This may be illustrated by the fact that there are practically no orange or lemon groves in Puerto Rico.

The foreign trade of the island in 1897 consisted of exports amounting to 18,574,678 pesos and imports to 17,858,063 pesos. Of the total trade, exports and imports taken together, Spain had 33 per cent; United States, 18; Cuba, 12; Germany, England, and France, 9 each; Italy, 3; all others, 7 per cent.

Of the island's products exported in the same year, 65 per cent was of coffee, 22 of sugar, 6 of tobacco, and 7 per cent miscellaneous.

The percentage of duties paid on imports by the different countries was as follows: United States, 38; England and colonies, 31; Germany, 17; Spain, 4; France, 2; Cuba, one-half; all other countries, $7\frac{1}{2}$ per cent. By the above figures it will be noted that 38 per cent of the duties on imports was paid by the United States and only $4\frac{1}{2}$ per cent by Spain and Cuba.

While 93 per cent of the exports consisted of coffee, sugar, and tobacco, 50 per cent of the imports were food supplies. These were rice, codfish, pork and lard, flour, olive oil, canned goods, cheese, garden products, etc. Rice occupies the first place

and amounted to 35,452 tons, valued at 2,481,631 pesos; codfish follows with 11,244 tons, valued at 1,461,751 pesos; pork and lard, 4,650 tons, valued at 1,394,935 pesos, and flour amounted to 13,852 tons, valued at 969,642 pesos. These figures of importations are noteworthy on account of the fact that the island is capable of producing the equivalent of many of these articles. For example, the fish might be caught in the surrounding waters in which they abound, and the meat raised on the pasture lands, which constitute 46 per cent of the area of the island. Of the balance of imports, 23 per cent were clothes and material for clothing, and 13 per cent building materials, machinery, metals, and paper.

The land communications of the island consist practically of one military road, crossing it from San Juan in the north to Ponce in the south, and one uncompleted railroad, at present in three separated sections, which are intended when completed to form a road around the coast about the western end of the island, likewise from San Juan to Ponce. There are also short railroads from San Juan through Río Piedras to Carolina and from Añasco to Alto Sano; in all, 241.5 kilometers.

The great military road is an excellent one; it is wide, well bedded with stone, the grades are uniform, and the bridges, which are of stone, brick, or iron, are well constructed. A branch of this road connects Cayey with Guayama, and several shorter similar roads are indicated on map submitted showing land communications.

The statistics of population for 1897, as represented on the map submitted, are complete for all districts excepting Toa Alta, Vega Baja, Camuy, and Vieques. For the latter the statistics for 1887 are used, and on the map showing the distribution of population are marked with an X. The differences between the population in 1887 and 1897 are not relatively great.

SOCIAL.

The first Spanish immigrants to the island of Puerto Rico were principally from Southern Spain and were a population of mixed races of the Mediterranean. These immigrants, it is said, mixed their blood freely with the native Indians. Following this immigration negro slaves from Africa were brought to the island. In the present century an immigration of quite a different type of Spaniard to the pioneer element set in, both from the American continent and from Europe. They were driven on the one hand from the Spanish Main by the wars of independence of the Central and South American Republics; on the other many people from the high plains and north of Spain, the Balearic and the Canary islands came to better their fortunes in a part of Spanish America as yet untouched by the spirit of revolution and independence. These elements constitute the main nucleus of the Spanish population in the island to-day, and they have maintained a greater purity of race than those who arrived at an earlier epoch. They now number about 100,000, and are in the main the property holders, especially in the cities. The mixture of the early immigrants with the aborigines, and these further with the negro blood, produced a race which has always been hostile to the modern Spaniard, and this class constitutes to-day nine-tenths of the population. The above classification of the inhabitants indicates at the same time to a great extent their social condition.

The Spaniards are found in the cities and seaport towns upon the plantations as the principal proprietors, commercial men, promoters of industry, and form the greatest attachment between the island and the rest of civilization. Of the mixed races a large majority live in the country districts, and these are called Jibaros and Camesinos. These are sometimes called proprietors who cultivate barely sufficient for their subsistence, and many go from place to place and work upon the plantations. The Campesino, like the Indian, is not given to labor; in his resistance to civilization he confines his efforts to the strictest necessities. His energy is passive and his health suffers in consequence of his narrow regimen. They generally live in structures better characterized as shelters than as houses, similar to those used by the primitive Indians, their ancestors. These habitations do not, properly speaking, contain any furniture. Stools, a crude table, a wide bunk, and sometimes a hammock, in which the family sleep, together with a species of guitar, constitute the usual collection of interior movables.

Their clothing is quite in harmony with their shelters, excepting the younger children, who frequently grow up without the use of clothes at all. They eat rice, plantains, yams, occasionally codfish, and some milk, and upon rare occasions a little pork and wheat bread. This limited nourishment is often supplemented by rum, which can be obtained at less than 10 cents a quart.

Many of the inhabitants of the town districts do not differ materially from those in the country, but they are generally better clothed and live in better houses, but with an equal disregard for sanitation.

Poorly housed, clothed, and fed, the general health of the inhabitant is consequently bad. He suffers much from disease brought about by his mode of living, which is plainly shown by his small physical development. The principal diseases prevalent are malarial, and digestive diseases, tuberculosis, and syphilis, the latter being widespread throughout the island.

Of the total population of the island about 86 per cent are illiterate.

The character of the Puerto Rican, his indolence, and mode of living, are due to the habits and customs of the Indian, Mediterranean, and African races which he represents rather than his contact with the European. Since the arrival of the latter he has steadily but slowly improved in civilization, and that perhaps in the measure of his capabilities. His difficulty is racial.

RÉSUMÉ.

The present industrial, economic, and social conditions have not greatly altered since the American occupation.

The markets for the principal industries of the island remain the same except for Spain and Cuba, in which countries higher duties now apply. As 46 per cent of the coffee went to these countries, Spain taking 29 and Cuba 17, nearly half the market for this product is deranged, this being likewise the case with sugar, 31 per cent of which went to Spain, and of the tobacco, 90 per cent of which went to Cuba. This change has compelled the producer to seek other markets. On the other hand there has been a reduction upon imports, especially machinery and agricultural implements. The customs revenues of the island have been increased by the payment of duties by Spain, and the expenses have been diminished by changing the budget of the land and naval forces, the operation of the telegraph, and the salaries of a number of insular civil officials to the Government of the United States. The reduction of the expenses of the island has likewise been extended by the suppression of the clerical budget.

The fixation of value of Puerto Rican money has been accomplished.

The only change in the social condition of the island since the American occupation is that the Spaniard has lost his citizenship, and his former influence has been transferred to the Puerto Rican. The general social condition of the mass of the inhabitants remains as before. The effect of the American occupation in a social point of view is not yet apparent.

ORDERS EFFECTING GOVERNMENT.

Measures taken in the formation of civil government effecting legislative, executive, and judicial functions thereof have been promulgated in orders issued by the military government of the island. These orders have been issued in regard to the following subjects:

Concerning the military and civil administration of the island, October 18, 1898; abolishing tax on conveyance of property, November 26, 1898; abolishing body known as "Diputacion Provincial," November 29, 1898; revoking exclusive fishing privileges in the waters of the island, December 4, 1898; abolishing tax on bread and meat industries, December 30, 1898; regulating taxation of lands, January 19, 1899; directing population to be vaccinated, January 27, 1899; suspending foreclosure of mortgages for one year, February 12, 1899; establishing the insular police force, February 21, 1899; establishing provisional court, with judicial powers extending to cases that would be cognizable by a circuit or district court of the United States, June 27, 1899; establishing bureau of state and municipal affairs, bureau of internal revenue, bureau of agriculture, civil secretary to the military governor, bureau of education, and bureau of public works, August 12, 1899; circular placing sugar-making machinery on free list and abolishing tax of \$4 per head on castrated oxen, August 12, 1899; establishing a supreme court of justice and dividing the island into five judicial districts, August 16, 1899; and an order prohibiting dueling, August 24, 1899.

Table showing literacy and illiteracy of population of Puerto Rico by municipalities, from incomplete records, Census, 1897.

[Compiled by Dr. Cayetano Coll y Toste, Civil Secretary.]

District and municipality.	Literate.	Illiterate.	Total.
<i>First district.</i>			
Capital (San Juan).....	11,696	15,324	27,020
Bayamon.....	1,935	13,111	14,046
Carolina.....	1,193	10,257	11,450
Corozal.....	616	9,445	10,061
Dorado.....	1,300	5,375	6,675
Loiza.....	650	9,456	10,106
Naranjito.....	893	6,495	7,388
Rio Grande.....	1,709	6,732	8,441
Rio Piedras.....	1,020	7,601	8,621
Toa Alta.....			a 6,711
Toa Baja.....	415	3,589	4,004
Drujillo.....	411	3,704	4,115
Vega Alta.....	515	5,193	5,708
Vega Baja.....			a 5,427
<i>Second district.</i>			
Arecibo.....	3,618	27,893	31,511
Camuy.....			a 10,014
Ciales.....	1,306	13,663	14,969
Hatillo.....	824	7,981	8,805
Manati.....	1,113	10,981	12,094
Morivas.....	843	9,584	10,427
Quebradilla.....	550	5,803	6,353
Utua.....	3,174	29,122	32,296
Barceloneta.....	2,122	5,297	7,419
<i>Third district.</i>			
Aguadilla.....	4,820	11,696	16,516
Aguada.....	583	8,488	9,071
Isabela.....	1,047	11,273	12,320
Lares.....	2,304	16,847	18,151
Moca.....	3,210	7,913	11,123
Rincon.....	400	5,996	6,396
San Sebastian.....	1,445	13,399	14,844
<i>Fourth district.</i>			
Mayaguez.....	6,660	23,641	30,301
Añasco.....	1,767	11,450	13,217
Cabo Rajo.....	1,888	15,587	17,475
Sabana Grande.....	1,373	8,596	9,969
Los Marias.....	464	9,984	10,448
Hormigueros.....	468	2,734	3,202
Maricao.....	1,121	8,388	9,509
San German.....	3,568	15,879	19,447
Lajas.....	1,137	9,234	10,371
<i>Fifth district.</i>			
Ponce.....	8,450	31,992	40,442
Adjuntas.....	1,841	16,170	18,011
Aibonito.....	978	5,924	6,902
Barranquitas.....	842	5,813	6,655
Barros.....	1,111	9,333	10,644
Coamo.....	2,165	9,909	12,074
Guajánilla.....	973	6,816	7,789
Juana Díaz.....	2,435	16,912	19,347
Peñuelos.....	2,100	8,958	11,058
Santa Isabel.....	681	3,351	4,032
Yauco.....	2,699	23,237	25,936
<i>Sixth district.</i>			
Guayama.....	3,473	10,203	13,676
Agvos Buenas.....	2,522	5,451	7,973
Arroyo.....	1,037	4,410	5,447
Caguas.....	2,452	13,326	15,778
Cayey.....	1,772	11,850	13,622
Cidra.....	648	6,535	7,183
Gurabo.....	743	7,505	8,248
Hato Grande.....	3,264	9,578	12,842
Juncos.....	799	6,619	7,418
Comerio.....	605	6,620	7,225
Salinas.....	619	4,377	4,996
<i>Seventh district.</i>			
Humacao.....	2,521	13,126	15,647
Ceibo.....	232	4,254	4,486
Farjado.....	978	8,730	9,708
Luguillo.....	824	6,180	7,004
Manauabo.....	590	5,209	5,799
Naguabo.....	1,014	9,652	10,666
Patillas.....	744	10,825	11,469
Piedras.....	516	6,768	7,284
Yabucoa.....	1,135	10,869	12,004
Vieques.....			a 5,744

APPENDIX U 6.

MANATI, P. R., *September 21, 1899.*

ADJUTANT-GENERAL DEPARTMENT OF PUERTO RICO,

San Juan, P. R.

SIR: (a) I have the honor to report that on November 22, 1898, I assumed command of the municipalities of Corozal, Morovis, and Ciales, relieving a company of First Kentucky Mounted Infantry. I immediately placed detachments at Corozal and Morovis with headquarters; Troop K, Fifth Cavalry, at Ciales.

I found at that time, which was very shortly after the transfer of the island from the Spanish to the American Government, that this district and especially the municipality of Ciales, in a very unsettled state, although in each of the towns there was a municipal government consisting of an alcalde and twelve councilmen. The unsettled condition was due more to the fear of robbers and bandits, and also to the political differences of the Spanish and Puerto Rican parties. The men of the command were stationed at different plantations and patrols constantly kept moving through the different parts of the district, which had a tendency to restore confidence in the government. In a very short time and especially after the coffee crop was harvested, quiet was restored so far as to become unnecessary to retain the men at the plantations. Acts of violence had ceased and a stable government formed, but under the Spanish law, business of all kinds was resumed, but a great deal of dissatisfaction was caused on account of the municipal officers who were appointed, and removed without cause irrespective of which party was in majority, instead of having the offices filled by an election. On February 17, 1899, my command moved to this town, taking in the municipalities of Barceloneta, Manati, and Vega Baja, and dropping that of Corozal, which was annexed to Bayamon. The social conditions of the district have constantly improved from a state of almost panic to that of well-regulated municipalities and their towns.

(b) So far as measures have been taken for the formation of civil government for the island, in the district, distinct parties have been formed, clubs established where men could discuss the affairs of the government. The English language has been almost universally studied by the educated class, in order that they can understand the American laws. They all seem to be anxious to educate themselves in order to understand the American laws and adapt them in order to become competent to govern themselves under these laws.

(c) Had it not been for the storm of August 8, 1899, this district would have and has shown a decided improvement over the conditions which existed at the time I took command of it. The condition of the planters is that of perfect safety and confidence, the towns are quiet and well regulated. The condition of the working class or "peones" are improving. Up to the date of the storm roads were being built, better houses were being constructed, and more ground placed under cultivation.

Very respectfully,

H. L. BISHOP,

Captain, Fifth Cavalry, Commanding.

APPENDIX U 7.

ADJUNTAS, P. R., *September 24, 1899.*

ADJUTANT-GENERAL DEPARTMENT OF PUERTO RICO.

SIR: In compliance with instructions from your office dated August 21, 1899, I have the honor to submit the following report:

My service in Puerto Rico has been confined to the mountain districts of Utuado and Adjuntas, consequently my opportunity for observation has been very limited. The sole industry in the districts mentioned is the growing of coffee. The only resource of the peon, or laborer, is the employment given him by the coffee planter. There is an excess of labor, the price of which is very cheap, about 30 cents per day, usually paid in goods and provisions bought from the proprietor. The state of the peon is one of extreme poverty without hope in the future. He is ill-fed and treated like a dog. Among this class marriage is the exception, concubinage the rule. Perhaps 10 per cent can read and write. We read reports stating that the peon is in no danger of suffering for food, the fruits of the island being ample to sustain him. This is nonsense. There is not proper sustenance in the banana and plantain. It is estimated that about 75 per cent of the deaths occur from lack of proper food, in

other words they die from slow starvation. The land is divided among the large and small, the latter being but little above the peon class. In the district of Adjuntas, containing about 18,000 inhabitants, there are about one thousand land owners. The landlords have but little sympathy for their peons, are not inclined to aid them in their need, and give but little in charity. They talk fluently of the suffering of the poor, but will make no sacrifice to feed the hungry or relieve the sick. The people, high and low, are as a rule, looking at them from an Anglo-Saxon standpoint, naturally mendacious, and in petty ways, dishonest. They keep no faith. I have been for the past two months and a half in direct command of the district of Adjuntas, the alcalde and council having been deposed.

I conclude, from my experience, that the municipal government has been extravagant and corrupt, and believe it will continue to be so if left in the hands of the people. Their ideas of honest government are not ours; they must have an object lesson in each municipality to teach them. In conclusion, since our occupation of the island affairs have, taking all in all, slowly but perceptibly improved. Taxes have been reduced and personal liberty secured. A school system has been introduced which will, no doubt, soon meet the desired end. The late hurricane has put matters back and been a great infliction in more ways than one, but time will overcome this.

Very respectfully,

C. H. WATTS,
Captain, Fifth Cavalry, Commanding.

APPENDIX U 8.

SAN JUAN, P. R., *August 30, 1899.*

ADJUTANT-GENERAL DEPARTMENT OF PUERTO RICO.

SIR: In compliance with orders recently received from your office, I have the honor to submit the following notes upon the "Industrial, economic, and social conditions existing in the island."

I shall touch briefly on the most salient facts in the knowledge (superficial, perhaps) that I have been able to acquire in the short time I have spent in the country.

Arriving upon the island on the 17th of April, 1899, I have been stationed one month at Las Marias, a mountain hamlet 16 miles inland from the western coast; two months in Mayaguez, the third in importance of the cities of the island, and one month in San German, a very old town in the midst of a comparatively highly enlightened population. I have also had opportunities to travel about the island, over the main military road and as far as Humacao on the eastern coast, including the island of Vieques beyond.

The soil of the island is uniform except in the eastern portion, where the otherwise universal limestone is largely replaced by syenite. It is safe to say that what will grow anywhere will grow everywhere at the same elevation. Next to the density of population, the most striking feature to the observer is the universality of cultivation. Except on the rugged mountain El Yunque, and a small government reservation on the Cerro Gordo de la Indiera, every foot of soil is cultivated. No slope is too steep for coffee; no sequestered nook is too small for a patch of garden stuff.

The year 1887 lives in the memory of the people of Puerto Rico as the year of the inquisition. At that time a great number of respectable citizens were subjected to torture by the guardia civil, to secure incriminating testimony against individuals doomed to destruction by the government, for alleged complicity in reactionary political movements. These barbarities, coupled with summary executions and with other forms of persecution familiar in Spanish colonial history, not only gave the people of the island a hatred for the existing government but put them in a cringing attitude toward all governmental authority.

The judicial system of the island was not only discredited by the people but was in disrepute to such an extent that law was a synonym for injustice. It was taken for granted that a judge could always be depended upon to decide a case in favor of the highest bidder, and that just so sure as a civil or criminal case arose between parties of unequal pecuniary means, the poorer would go to the wall.

The island was divided into jurisdictions, or small counties, each being dominated and controlled by the town or city from which it derived its name. The city with its jurisdiction was presided over by an alcalde or mayor, appointed by the central government. He was assisted in the government of his district by a large number of councillors, supposed to be elected, but in point of fact usually nominated by the alcalde.

The rural part of the jurisdiction was divided into barrios or wards, each of which had for chief a sort of subalcalde, called a comisario. As a general thing, the comisario was the proprietor of the tienda or general store which marked the focus of the barrio, and in many cases he was a member of the council of the jurisdiction. His appointment as comisario was made by the alcalde.

The attitude of the people toward the church was indifference, bordering on hostility. As a rule, no man attended mass on either Sundays or week days; the dead were buried without ceremony, and the sacrament of marriage had fallen into disuse. There may have been various causes for this condition of things. Exorbitant fees are usually cited as the chief. The example of the priest as well as his fee may have had something to do with the general ignoring of the marriage tie. It was a noticeable and significant fact that in time of trouble, when help was needed, the priest was the last man to call upon or give heed to his parishioner. Whether a man took his wife with or without a wedding ceremony, he showed but a feeble recognition of his obligation of fidelity to her, and in general it appeared that he had no intention of fulfilling such an obligation should he be tempted otherwise. The effect on the women was not good, their customary attitude toward her who had fallen being one of envy rather than reproach.

The chief industries of the island were agricultural, the raising of sugar, coffee, and tobacco. The land was chiefly owned in large parcels and the remaining small proprietors were rapidly diminishing in number, parting with their holdings through inability to keep out of debt. The planters, large and small, were in the habit of handling their crops through brokers on the credit system, and were in very much the same condition as the cotton planters in the Southern States before our civil war. The loss of a crop meant ruin.

The food supply of the people was mainly the product of their native soil, fruits, and vegetables; yet the staples, rice and codfish, were the former mainly, the latter wholly imported. The average expenditure per day for the food of a laborer's family was less than 2 cents, United States money, for each member of the family. The laboring man began the day with a mango or banana and a drink of rum, sometimes a cup of coffee. By noon his physical powers were exhausted, and any work he tried to do after that counted as nothing. The planters in hiring hands, agreed to give per day one meal and a stipulated amount of cash, from 25 to 50 centavos, according to the kind of work. The meal consisted of rice and plantains, or red beans and codfish, or some similarly simple fare. The only meat eaten by the peon was the weekly morsel bought by him at the Sunday morning market.

The markets for the standard crops were limited. Cuba took the best tobacco, the cheaper grades going to the continent of Europe. Spain took the sugar and molasses. The coffee found its way to Cuba and through Spain to several continental countries. Trade with Spain was so nearly free that the conditions were favorable to Puerto Rico, and although the prices of coffee and sugar had fallen low in response to competition, there was still a sure market for them.

After a year of American occupancy the foregoing description still applies to Puerto Rico, though with some exceptions. Chief of these is the condition of trade which has been completely dislocated without prospect of amelioration, unless a free market in the United States can be substituted for that which is lost. There is now no market for the better grade of tobacco. The coffee has an outlet in the United States, but the American demand for it has yet to be created. Sugar is more directly than ever in competition with the beet root, with a high tariff and a long route to pay transportation over. The duty still remains on most of the imports, and unless it be speedily removed it is impossible to see any future for the island.

Ignoring, however, the peculiar conditions of trade due to the change of government, it is manifest that to secure prosperity there must be a change in the staple crops. If prosperity come, it will probably be through tobacco and fruit. Success with either will necessitate more enlightened methods of cultivation. Justice is not now done the tobacco by the methods of curing and handling, and the cultivation of fruit seems not at all understood. This remark also applies to the coffee, the treatment of this being most crude and unscientific compared with Brazil or Central America.

It is a fact noted by all writers that the proportion of negroes is smaller in Puerto Rico than in the other West India Islands. The negro blood is much more in evidence in the coast towns than in the interior, but it exists everywhere in greater or less diffusion. While work was being done on the roads I had occasion to watch crowds of seven or eight hundred men gathered about the pay tables at Las Marias, La Vega, and Anasco. The small proportion of blacks was very noticeable. The frequency of the aboriginal type was equally remarked. While it is almost certain that there is to-day no single individual in Puerto Rico of pure aboriginal stock, it is

equally sure that the recurring type can be seen everywhere in the mountain settlements. At San German I have noticed a woman whose color, hair, and features were true Indian as seen in the Southwest of the United States. Unhappily she was hilariously drunk whenever I happened to meet her.

Among the natives one is struck by the number of individuals with brown hair, light eyes, and fair complexion. I am told that most of these show Basque or Catalan origin. The Asturias also contribute fair people.

At first sight the observer may be deceived in complexions, as the pallor of anemic malaria is prevalent in all crowds and communities. In the districts, like Cabo Rojo and Ponce, whose settlement dates from the time of the buccaneers, the names and faces indicate great heterogeneity of blood. French seems a strong infusion in the western part of the island, that region having proved attractive to immigrants from Corsica during the last quarter century.

Since the American occupation there has been everywhere a strong influx of St. Thomas and St. Croix negroes of both sexes, who have found a little knowledge of English a valuable capital in trade. They are chiefly cooks and teamsters, in neither of which pursuits they excel, but for neither of which can efficient natives be procured. The overpopulation of the island has made the struggle for existence so serious as to engender an intense selfishness, apparent in all classes of society. The poor man to whom rations have been given by the Government will sell them for rum, though his family starve. The planter who is dependent upon the peons for the labor of tilling his fields seems, in time of hurricane, to have no sense of responsibility for them, and instead of welcoming the issue of rations to keep them from starving, only deplores the fact that they will then recognize no obligation to work cheaply for him in the restoration of his plantation.

I asked a very competent authority for an opinion in a hypothetical case: Suppose such a thing possible as that the people of the United States should send money to rebuild the peasants' houses (destroyed by a hurricane); if a sum of money were put in the hands of a planter for the benefit of the dwellers on his plantation, could he be depended on to spend it on their houses? The reply was, "Certainly not; he would at once apply it on his own mortgages."

The system of collecting taxes is somewhat peculiar, and is bitterly complained of on account of the abuses to which it gives rise. It is called the system of "apremio," or pressure. To the man who pays his taxes promptly on the first call there is nothing objectionable in it. Any system of collection is good enough for him provided the assessment were equitably made. The hardship comes on him who, through stubbornness or lack of money, has failed to respond to the demands of the collectors, and these demands are certainly made with sufficient frequency to prevent forgetfulness being fairly urged as an excuse. After all importunities have failed and the total amount due has been swelled by the premium added each time a collector has been obliged to call, an embargo is laid on such portion of the property as a legally constituted board may select. It may be live stock or it may be a parcel of land. Such embargoed property is sold at auction to cover the sums due, and here is where the alleged injustice comes in. It is charged that the alcalde always has friends standing ready to bid in the property, and that their desires are controlling in the selection of the parcel to be embargoed. The legal method of appointing the board of appraisal does give the alcalde an advantage in case his designs be evil. It is also manifest that the seizure and sale of a farmer's work oxen, or of his best field, does not add to the earning capacity of his farm as against the next tax levy. As the taxes are levied four times a year the situation is not hopeful for the small landowner already desperately in debt. There is no doubt the system of assessing and collecting taxes can and should be improved, but first must come a reform in municipal government and in the method of selecting alcaldes. When that office is made elective there will be less ground for holding its incumbent responsible for all the ills that afflict the municipality.

Much land is owned by nonresident Spaniards, who expect enhancement in the value of their property through the advent of Americans. Most of the resident landowners are swamped with mortgages at high rates of interest.

There is constant complaint on the part of small farmers that the richer men get their land away from them. The method is something like this: A farmer who owns 2, 5, or perhaps 10 acres, buys goods on credit of the shopkeeper of his barrio. He has little thought of payment so long as he can get the goods, until having incurred a debt of 10 or 12 pesos his credit is shut off and payment demanded. An arrangement is made by which the debt appears as a loan at an exorbitant rate of interest. After the original sum has doubled itself thus, and fruitless demands have been made for payment, an action is brought in the courts. This is expensive, and the judgment, covering claim and costs, makes a bill of 100 pesos or over. As of course the

debtor can make no further resistance, the creditor takes the land and incorporates it in his plantation. Shortly after the American occupation there were many incendiary fires which destroyed plantation buildings in some parts of the island, notably about San Sebastian. There is evidence to make it appear that some at least of these outrages were committed by men who had lost land in this way and harbored a grudge against the new owner. The Corsicans, of whom there are a large number in the western portion of the island, are said to be especially clever at this method of acquiring land. One gentleman who now owns a thousand acres of coffee land, and whom I found particularly intelligent upon the affairs of the island, is said to make it a rule to lend money (or credit) only to a man who owns land contiguous to his own, much of the latter having been thus acquired.

All of the more intelligent people express the opinion that what is most needed is a good banking system, meaning thereby an institution where money can be freely borrowed at a reasonable interest; but there is an American bank in San Juan with its vaults full of money ready to loan on sufficient security, and it is evident that before loans can be negotiated the existing set of encumbered borrowers must pass away and a fresh borrowing class take their places. Meanwhile the current rate of interest is 12 per cent, or as much more as can be got.

The salient characteristics of the general population of Puerto Rico are ignorance, poverty, and helplessness. The people supposedly aspiring to be free need to be taught many things. They must be shown that the Government is not for the purpose of taking care of them, but to enable them to take care of themselves. They must be brought to realize that they can not be otherwise than poor if, when on the occasion of a calamity the Government issues them food, they sit down and refuse to work even at the repair of their own houses. Above all, they must be taught to read and write, and in a language in which morality and virtue can be defined and explained. There is no field so urgently inviting to missionary effort on the part of the religious societies of the United States.

Respectfully submitted.

W. S. SCHUYLER,
Captain, Fifth U. S. Cavalry.

APPENDIX U 9.

POST OF HUMACAO, P. R., *September 23, 1899.*

ADJUTANT-GENERAL,

Headquarters Department of Puerto Rico.

SIR: I have the honor to report, in compliance with your reference of August 21, that I assumed command of the post and district of Humacao on June 3, 1899. The post consisted of my own Troop "C," Fifth Cavalry, Company "K," Eleventh Infantry, and a detachment of the Hospital Corps. A detachment of the Signal Corps was present, but not under my command. On June 8 the islands of Culebra and Vieques were added to the district, and a detachment of an officer and 15 men of the Eleventh Infantry was sent to Vieques.

The organizations of the command were composed largely of recruits. Detachments continued to arrive until both were filled. As much time as possible was given to drill and instruction without injuring the health of the troops in the hot weather of that time of the year.

Before the troops had an average of six weeks' instruction, however, the hurricane of August 8 caused an entirely new programme to be followed. Under orders from headquarters of the department I sent out noncommissioned officers and men into all the outlying districts. Their reports were quite well made and were rendered promptly. Relief stations were then stationed at Ceiba, Maguabo, Piedras, Humacao, Humacao Playa, Yabucoa, Maunabo, Patillas, and Arroyo. After one issue the stations at Ceiba, Patillas, and Arroyo were relieved by other troops.

The results of the hurricane were worst at Yabucoa, Maunabo and Playa Humacao. Those towns were practically destroyed. At Maguabo, Piedras, and Patillas the destruction was not half so bad. At Ceiba and Arroyo the amount of loss was lighter still, so that the district Maunabo-Yabucoa seems to have been the center of the hurricane force.

I rode over the district shortly after the hurricane. In the fine valleys of Humacao, Yabucoa, Maunabo, and Patillas and Arroyo, but two chimneys could be seen. The sugar mills seemed ruined. There was hardly more than one good house in 40 miles. The huts of the natives, which dotted thickly the sides of all the hills and mountains,

had all gone. Every leaf was blown off the trees. In the towns the people were without shelter, many were wounded and not cared for. A sort of apathy seemed to possess the people. They had to be forced to work, and even to dig the dead out of the ruins at times. About 250 dead were buried in the district. So far about 190,000 rations have been issued in the district. Much good has been done at the relief hospitals at Yabucoa, Maunabo, and Humacao.

I am continuing relief work, and expect to reduce the number of rations each week until all issue is finally discontinued. This is exceedingly difficult to do, not because the numbers of the needy are increasing, but because the people have an idea that all have a right to the bounty of the Government.

A good idea of conditions under the past and present systems and the needs for the future can best be shown by a single typical case. A municipality of about 8,000 inhabitants contains a town of 800 inhabitants. The town contains a half-dozen taxable houses. The country contains several sugar estates, say 2,000 acres of sugar land, and some thousand acres of rugged mountains, also used for cultivation and pastures. On the estates still dwell many of the old slaves, dependent as ever on their masters for the work necessary for them to earn a living. In the hills are many natives who own small patches of land, enough to pasture a couple of head of stock and raise a few sweet potatoes.

The town has a mayor, secretary, treasurer, doctor, policeman, and all the pomp, so far as the number and dignity of its officials can go, of any well-ordered city. There are 28 employees on the roll.

The tax roll for insular and municipal purposes amounted to 21,000 pesos under Spanish rule. Upon American occupation this was reduced to 10,000 pesos. After the hurricane the collection of taxes was very nearly suspended, and a proposition was made and adopted to reduce the budget to 3,000 pesos per year, by cutting off the salary of the mayor and many others; but even then there seemed to be available but 1,500 pesos upon which the town can count. The municipality had previously been running behind at the rate of 3,000 pesos per year.

The taxes were paid at the rate of one-half by one large sugar estate—10,000 pesos under the Spanish rule and at a similar scale under each reduction. There were not a dozen taxable houses in the town. Thus it is to be observed that the municipality, and to some extent the insular government, was maintained by a tax on land. The planters supported the towns and the towns did not support themselves, as in the United States.

There are 15,000 gallons of rum used in a year in that municipality, and a tax of 20 cents per gallon would run the entire government. The system of taxing the vices and luxuries of men has never been followed.

Among the 8,000 inhabitants there were 64 voters, which included the officeholders aforesaid.

But the owners of the estate which paid the half of the taxes were not voters. They were natives and highly educated men, but it was said that they represented simply an undivided estate.

The simple statement of these conditions in an average piece of country in the island of Puerto Rico seems to suggest at once the natural remedies. Tax luxuries and permit the producers and employers of labor to cultivate more land and get more out of it. Cut off the expensive towns. Reduce the number of officeholders. Enlarge the suffrage sufficiently to include every man who can read and write or pay taxes. Put the government of those little municipalities in the hands of county commissioners, and they will build roads for cheaper traffic instead of keeping up the needless extravagance of towns.

Towns along the coast were located a few miles inland because, it is said, of the fear of pirates in the old days. The building of a coast-line railroad will cause most of them to disappear. If the railroad should be built at once it would save a great deal of money and loss, now that the hurricane has wiped so many towns practically out of existence.

I believe that an erroneous idea exists as to the character of the injury done by the hurricane of August 8. It is stated that the crops have been ruined and the people will starve unless they are fed until a new crop can be made. It seems that the island has never produced its own food, and that the idea that any supplies of food were destroyed in sufficient quantity to produce disaster is a mistake. The people have been in the habit of buying food with the money they got in labor on sugar and coffee plantations and in other ways. The small crops of potatoes, corn, and rice could not cut a large figure, and I can not find great injury done them. The statement is made that it is cheaper to buy rice from India, beans from the United States, and codfish from Nova Scotia than to produce their equivalent here.

It is also doubtful if food supplies could be successfully raised and kept here where

they deteriorate and spoil in a couple of months. A farmer can not raise his winter supply of food and store it away for years as in the United States. It appears that the good effects of distribution of rations is fast reaching its limit. I think that soon the issue should be made only to widows, orphans, sick, and paupers, reducing it 90 per cent, with one exception. I propose that the exception be made in favor of planters who have been forced to abandon their crops—coffee, for instance—and are therefore unable to employ their peons. On the affidavit of such men I would issue rations to the able-bodied men and their families with the understanding that they must work and plant.

The establishment of an efficient insular police is of great service to the island and could replace the police of the small towns.

The guardia civil of the Spanish régime seems to have fulfilled its object well, and its rules and regulations, so far as I have been able to learn, would be a good basis for the new. The abuses with which that system is credited could be remedied.

I have had some chance to observe the laboring class, having employed large numbers on the roads. My judgment is that not 1 per cent can read and write. They are far inferior to the cotton-field hands of the United States. They are weaker physically, less ambitious, more shiftless, and idle. The class of intelligent and educated people is very small. In my opinion the greatest danger to this country will be in the enlargement of the suffrage to include these ignorant classes.

If that is ever done the white race will have to leave the island or maintain themselves by force, a contest in which the result would be the same as in Santo Domingo in the early part of this century. Most of the unfortunate experiences of the United States in dealing with the negro race in the South would be repeated.

Very respectfully, your obedient servant,

EBEN SWIFT,
Captain, Fifth Cavalry.

APPENDIX U 10.

CAYEY, P. R., *September 22, 1899.*

ADJUTANT-GENERAL DEPARTMENT PUERTO RICO.

SIR: In accordance with instructions contained in communication from the Acting Secretary of War, dated August 9, 1899, and referred to me by indorsement from your office, dated August 21, 1899, I have the honor to submit the following report:

I have taken no active part in the administration of civil affairs in this district. From my arrival at this station I have been careful to leave them entirely in the hands of the municipal authorities, confining my efforts entirely to strengthening and upholding their authority and occasionally advising them as to the best course to pursue whenever any unusual contingency arose. This plan has worked admirably. The civil authorities understand that I will not interfere with or hamper them in any way so long as they carry out the laws, and everything has gone as smoothly as could be wished. The municipal authorities in a majority of instances seem to be honestly trying to carry out what they consider to be the wishes of the central government.

To give an accurate statement of the industrial, economic, and social conditions existing in the island at the time of assumption of control by the United States is an exceedingly difficult undertaking. I have been unable to obtain any accurate written or printed data on the subject, and my limited acquaintance with the Spanish language has prevented me making any such thorough personal investigation as would render the result of any value.

The industrial and economic condition of the island is just at present undoubtedly worse than before the war that led to its acquisition. The markets which formerly furnished an outlet for its products were no longer available, and before new ones could be secured the hurricane came and destroyed the greater part of the growing crops, throwing the laborers out of employment and practically paralyzing the entire industrial energies of the island.

This will, however, be only temporary, and it is generally thought that when arrangements can be made for marketing the products of the island in the United States and the tariff restrictions on trade are removed or modified, an era of prosperity will set in beyond anything previously known.

Very respectfully,

F. W. FOSTER,
Captain, Fifth Cavalry, Commanding Post.

APPENDIX U 11.

ARECIBO, P. R., *September 23, 1899.*ADJUTANT-GENERAL DEPARTMENT OF PUERTO RICO,
San Juan, P. R.

SIR: In compliance with your circular letter of August 21, 1899, regarding a report to be made and submitted before the end of September, 1899, to be used by the general commanding in compiling and preparing his report upon insular matters since the American occupation, etc., I have the honor to submit the letter herewith.

I beg to state that my time is so completely occupied in the distribution of relief rations that I have been unable to study this matter as I should have liked.

Very respectfully,

A. C. MACOMB,
Captain, Fifth Cavalry, Commanding Post of Arecibo.

The armed forces of the United States made a landing at Guanica, on the western part of the south coast of Puerto Rico, in July, 1898. This was followed by other landings at Ponce and Arroyo, also on the south coast, early in August.

Columns of troops were promptly organized and marched against the enemy, the general plan being to sweep the enemy toward the north coast, centering them at San Juan, such detachments as refused to retreat being taken in reverse and captured. The plan worked admirably, and was only stopped by the armistice of August 13, 1898.

It naturally resulted from the movements of the United States forces from the south coast that the southern half of the island first fell under the observation and occupation of the United States. This military occupation was promptly extended after the cession of the island to the northern half of the island, Arecibo and the country west as far as Isabela being occupied by the Sixth Massachusetts Volunteers in September, 1898. This force was relieved by the Sixth United States Volunteers in October, 1898, which also detached companies to Utuado, Lares, Barceloneta, and Manati.

Troop A, Fifth Cavalry, being at Las Marias at the close of hostilities, after making a forced march to Lares, returned to Las Marias and took station there until the middle of October, 1898, when it moved via Mayaguez, Aguadilla, and Quebradillas to Camuy. It remained at Camuy until February 13, 1899, when its station was changed to Arecibo upon the relief and return to the United States of the Sixth United States Volunteers. No records of any kind were left at this post by that regiment other than a number of unpaid bills.

The observations of the writer extend from Ponce via Yauco, Hormigueros, and Mayaguez to Las Marias and Lares, and afterwards to the entire north coast west of Barceloneta.

INDUSTRIAL CONDITIONS.

In August, 1898, from fear of war, business was at a standstill. Upon the conclusion of hostilities, a vicious attempt was made by the Puerto Ricans to drive from the island such Spanish proprietors and Spanish sympathizers as had made themselves obnoxious in the past to the natives. The means employed were threatening letters and arson, and more rarely personal violence. It was apparently assumed that the United States authorities would be tacitly in accord with such a movement. After an unnecessary delay efforts were made by the military authorities to put a stop to the numerous outrages. Many arrests were made and a few persons shot who were caught in the act of robbing and burning dwelling houses.

This disturbance lasted from the middle of September, 1898, to some time in November of that year. Evidently the movement was an organized one, and its headquarters were in Mayaguez. Its results were the destruction by fire and theft of some \$5,000,000, the abandonment of the island by a small number of Spaniards, and in the instillation into the midst of the Spaniards remaining that neither themselves nor their property would receive full protection under the new order of things. This movement materially prevented planting and, in many cases, garnering of crops already ripened.

LABOR.

The labor of the island is performed by peons—generally men—who work for 50 centavos (30 cents gold) per day, with a breakfast added. This pay is for a full day's

work only, and does not accrue on days of nonlabor, such as holidays, or on days of heavy rains. The payment is nearly always made in orders on the "store" in the hands of the proprietor, at which prices fully 25 per cent greater are charged than in the retail stores of the town. Generally the laborers have families of five persons or more. They subsist in a great measure on the natural fruits of the country. Their blood, from inherited tendencies, augmented by the mild enervating climate and insufficient food, is poor, and anemia is a common condition. Ignorance is most prevalent, due to the small number of schools of a poor order and the difficulty of reaching them. Marriage has been interfered with by the expense attendant.

MONEY.

The money of the island upon the entrance of the United States forces consisted of some 6,000,000 pesos and subsidiary coins of 40, 20, 10 and 5 centavos in silver and copper coins of 2 and 1 centavo values. Besides these coins there were in circulation certain bank notes of denominations running from 50 pesos to 1. The silver in these pesos is a debased metal, and each peso has an actual mint value of not over 40 cents gold. The exchange for the United States dollar has varied from 2.35 in August, 1898, to as low as 1.50 in January, 1899. Soon after this period an order was received from the President making the peso a legal tender for 60 cents in payment of custom-house dues and in other Government transactions.

It is customary to state in censuses that the white race largely exceeds the black on the island, but it is not true. The negro slave was introduced into the island early in the seventeenth century, and the ignorant and debased peon has largely intermarried and mixed with the negro. To-day a very large percentage of the population has a strain of colored blood. This is evidenced by characteristic signs, customs, and manners, though by no means generally admitted.

GEOLOGY.

The island is a continuation of the great Antillean uplift, whose line is marked by the islands of Cuba, Santo Domingo, Puerto Rico, and St. Thomas. These islands are the tops of a submerged mountain range. The northern declivity of this mountain range descends into the Atlantic a short distance north of the island to a depth of 30,000 feet. The island itself is very mountainous, though nowhere exhibiting a greater elevation than a scant 4,000 feet above the sea; this in the Pico del Yunque. The island may be considered as a jumble of irregular hills with a rim of coast plains. These hills in the interior are of granite more or less dislocated and made often of water-sorted rock, encircled near the coast by more recent limestone deposits. The coast cultivation is usually cane where low and wet and tobacco and sweet potatoes where drier and more sandy. The coffee is confined to the slopes of the interior and does best on the deep red soil formed from the breaking down of mountain rock. Citric fruits do very well through the entire island, but seem to prefer a richer and less sandy soil than is used for this class of cultivation in the United States.

The rainfall is abundant, especially in the interior, where the mountains are bathed in daily mists. The coast presents but few indentations sufficiently large and deep for harbors of importance, that at Jabos, on the south coast, being the only one of the first class. All other harbors are unsafe unless artificially improved.

The shape of the island is that of a parallelogram, some 100 miles long by 40 broad.

The roads of the island are, as might be expected in a mountain country which has a heavy rainfall, bad and frequently impassable. The only way to make them good is to make them very good, which involves much expense, though labor, such as it is, is cheap.

Without going into details, it may be said that this island, when the United States forces entered it, was an appendage of Spain, governed by laws possibly not in themselves bad, but so administered as to reach the same result as the most evil laws. The island was run with a short sighted view to Spain's aggrandizement, or, more properly speaking, to that of a few Spanish officers.

"Justice" was purchaseable. Public office was anything but a public trust. Its officials, with certain exceptions, were practiced in deceit and dishonesty; its people, though gentle, most ignorant. Sanitary laws as known in the United States are a great blank here.

The Spanish army, which represented the power that had held the island for over four hundred years, was disliked everywhere and retreated through the island a very Ishmaelite, every man's hand raised against it. No stronger proof can be given than this of the badness of the Spanish system. The army was only the power to make the

enforcement of evil laws or the evil enforcement of good laws possible. It represented cruelty and tyranny, false politeness and dishonesty.

To speak of the Spaniard as found in Puerto Rico some might call him "the man without a toothbrush;" "the gentleman who eats garlic and doesn't wash;" "the man with the dirty conscience and the clean shirt;" "with bloody hands and a white heart."

This island, with its rich soil and climate of heaven, under any fair government should furnish abundant wealth and comfort to a large and contented population. But through Spanish mismanagement it has a large population (of which a large percentage is illegitimate) continually bordering on famine, miserably fed and miserably educated. What the island needs is education and then more education.

As the American forces approached the various towns in the occupation, the alcaldes of the Spanish régime generally resigned and were replaced by appointees selected in most cases by the Liberal party leaders in San Juan. Elections according to the American system will very soon replace the appointee system.

Every attempt has been made in orders and in practice to permit the alcaldes or mayors to govern their districts without interference from the military powers. One great difficulty has been to secure honest, trustworthy officers who, after being appointed to office, were willing to become administrators of law and justice, not to the members of their own party only, but to all parties.

Since the military occupation the post-office system of the United States has been introduced.

The school system, without proper buildings, books, or teachers, is advancing slowly.

The religion remains Catholic in form, but churchgoing is not generally observed.

The people have learned to trust the military officers and come to them with all grievances.

The United States is honored and looked up to by these people.

A provisional United States court has been incorporated and has been a shining light of justice and honesty.

District courts have been established, but as the judges are Puerto Ricans and as they were brought up and educated in the Spanish school an American's faith in them may be faint.

Under General Henry, the cry for work being strong and the improvement of roads being needed, roads in all parts of the island were worked and in many cases improved; but no particular system was followed, and for the money expended poor results were obtained. Nevertheless a large amount of money was disbursed to the poor.

The mapping and charting of the coast has been inaugurated and pursued, resulting in fine maps of the harbors of San Juan and Ponce and the coast adjacent. A reliable map of the island is much needed, and some work has been done upon one.

The cleansing of San Juan and the keeping of it clean has been rigorously pushed and has been an object lesson to the people.

Sanitary plumbing has in some cases been introduced in San Juan, Mayaguez, and Ponce.

Important economies in the administration of the island government have been introduced, methods of business simplified; but any decided advance in the direction of the betterment of the island has been rendered impossible by the deplorable financial condition due to the war which has cut the country from Spanish leading strings, and as yet substituted no other commercial parent. The Spanish ports are now alien and the American ports are not yet open. The laws remain Spanish to a great extent.

The island commerce, ruined by the chilling hand of war, having had no opportunity to recover under a new guardian, still languishes.

The island, though United States territory, is commercially foreign soil. New business connections with the United States are slowly formed under the present tariff conditions.

The island lacks new markets for its crops and has lost the old ones with Spain. The country is in a most depressed financial condition—crop planting is therefore not pushed and labor is scarce. The landowners, the merchants, and the laborers all suffer. The great swing and advance toward better things that might have followed an American occupation has not come. The country to-day is poorer than before the occupation.

In this condition of poverty and lack of surplus stores the island was on August 8, 1899, struck by a hurricane, follow by a disastrous rain. The rivers rose and the mountains fell. The rich growing crop was destroyed and hunger took possession.

To-day the army is spending its time in the distribution of rations generously furnished by the people of the United States.

But the American occupation has shown the island the value of honest methods and the good intentions of the United States. It will bring forth good fruit.

A. C. MACOMB,

Captain, Fifth Cavalry, commanding Arecibo.

APPENDIX U 12.

POST OF LARES, P. R., *September 13, 1899.*

ADJUTANT-GENERAL DEPARTMENT OF PUERTO RICO,

San Juan, P. R.

SIR: In compliance with circular letter of August 21, I have the honor to make the following report:

The district of Lares is in the northwest interior and is a very mountainous region. Almost the sole industry is coffee raising. Formerly the price realized from coffee gave a handsome profit, but of late years the price has steadily fallen and the industrial condition of the community has retrograded accordingly. In 1898 the Spanish-American war upset financial and industrial conditions, causing still further impoverishment, and this year, with its most destructive hurricane, has completed the ruin of all but a few of the richer planters. As coffee lands are not so readily converted for raising other crops, as with most others, these planters are very much at a disadvantage in retrieving their misfortunes.

In consequence of this general impoverishment municipal taxes are much in arrears, and it is becoming a serious question as to how the local governments are to be carried on with an entire lack of funds.

The peon class, usually supported by labor on the coffee plantations, is now thrown out of work and has to be fed with relief supplies—amounting to about half the population.

The social conditions are bad, resulting from a lack of proper educational privileges and loose morals encouraged by the mercenary priestly class, who have made regular and legal marriages a luxury that could be afforded only by the rich or well-to-do.

The occupation by the United States is of too recent a date to have yet caused much change in these conditions, though steps in the proper direction are being taken.

Very respectfully,

HARRY R. LEE,

Captain, Eleventh U. S. Infantry, Commanding.

APPENDIX U 13.

AGUADILLA, P. R., *September 20, 1899.*

ADJUTANT-GENERAL DEPARTMENT OF PUERTO RICO

San Juan, P. R.

SIR: In compliance with instructions from your office, dated Headquarters Department of Puerto Rico, San Juan, August 21, 1899, I have the honor to submit the following report embracing the following subjects:

“(a) A review of the industrial, economic, and social conditions existing in the island upon the assumption of control by the United States.

“(b) A detailed statement of the measures and steps taken in the formation of civil government for the island and its several provinces and districts.

“(c) A résumé of the present industrial, economic, and social conditions, showing the net results of American occupation.”

When the American forces landed on this island they found the country suffering with the results of four hundred years of misrule, oppression, and ignorance—ignorance so great, especially among the lower classes, as to be almost incredible. A more perfect system of oppression, where the masses were subject to the will of the few, it is difficult to conceive, and the length of time necessary to entirely wipe out the effects of this system remains to be seen. Unquestionably it will take many years, and whether it is possible ever to instill true American instincts and truly Americanize a people other than Anglo-Saxon also remains to be seen.

The people may be divided into two classes, the “upper” and the “lower.” The upper class comprise the Spaniards and the more educated Puerto Ricans. The lower, or as they are more commonly termed, the peons, are composed almost

entirely of the negroes and mixed breeds. These mixed breeds, which mixture is Spanish, negro, and Indian, form the masses of the people and comprise at least three-fourths of the population. The lower classes are the ones on which Spanish oppression has so greatly told. As I have said before, their ignorance is so great as to be hard to conceive, and they are totally incapable of thinking for themselves. They are governed entirely by the will of their employers, for whom they are little more than slaves. Contrary to American ideas, instead of doing everything possible to encourage universal education, everything possible was done by those in power to discourage it. The result is that out of an entire population of 800,000 only about 15 per cent are able to read and write. The school system was little more than a farce. They did have some kind of a system of public schools which were supposed to have been supported by the municipal government, but the teachers were totally incapable, and it seemed a matter of perfect indifference to the parents whether the children attended school or not. These schools were free to those unable to pay, but those that were able to pay were required to do so.

To illustrate the incapacity of the teachers, at an examination of teachers held at San Juan not many months ago, out of several hundred applicants I think only two or three passed the required examination. It was impossible to get even a high-school education at any school on the island, and any native who pretends to be educated received his education either in Europe or the United States.

The object of the Spanish Government seems to have been to get all they could out of the people and to do nothing for their advancement and enlightenment, and not only that, but to throw every obstacle in the way of advancement. It was to their interest to keep the people in ignorance.

The upper class comprises the professional men, the merchants, and the planters. Sugar and coffee are the chief products, and these plantations are scattered over nearly the entire island. The number of peons employed on one of these plantations varies from 25 or 30 up to 500 or 600. As I have said before, these men literally belonged to their employers and were governed by them in all things. They had such a system that it was almost impossible for a workman to quit his employer even should he desire to do so. These peons receive about 30 cents per day, provincial money, and on this amount they in some cases support a family of six or eight persons. This is made possible on account of the very small amount on which a person is able to exist on this island. Their principal food is fruit, and owing to the abundance of fruit they are able to procure it with little or no money. Meat is almost entirely unknown to them, and the want of a proper meat diet is the cause of the great amount of anæmia which is found in all parts of the island.

As the peon is bound to his master, so the planter is under obligations to the merchant. Rich as these plantations are, or should be, hardly any of them are free of debt or mortgage. This is due to the want of a proper banking system. The merchants are, in fact, the bankers. The planter wanting a sufficient amount of money with which to carry on his business, goes to the merchant to borrow it. The merchant lets him have it at an enormous rate of interest, and, to make himself safe, takes a mortgage on the crop. Hence, the planter is naturally forced to sell his crop to this particular merchant, at whatever price the latter sees fit to give, and the outcome is, the planter is lucky if his crop is sufficient to liquidate his obligations. This state of affairs has been going on for years and years, the only result being to make the merchants richer and to give employment to the peons, while the condition of the planters remains unchanged. Had there been a proper banking system the planter could have gone to the bank for the necessary money, which he could have borrowed at a reasonable rate of interest, and when his crop matured he would have been able to sell it for the highest price or, better still, have shipped it himself to foreign markets. Why these planters, who seem to be the most intelligent people on the island, have submitted to such a system for so many years is only one of the many unaccountable conditions of affairs existing in this country.

The government of the island was vested in the Governor-General as executive, the only legislative body being the Spanish Cortes. The island is divided into seven districts, which were simply military and judicial divisions. The judicial branch of the government consisted of three courts of audiencia, located at San Juan, Ponce, and Mayagüez, and a primary court in each district. These courts were appointed by the Governor-General. The primary court consisted simply of a criminal judge, and it was his duty to investigate all cases in his district, and the less important cases he was authorized to try and sentence. The more important cases were sent to the nearest court of audiencia for trial. In case an appeal was taken from either of the courts at Ponce or Mayaguez it was sent to the court of audiencia at San Juan, which court was the highest in the island. It was also possible to appeal from this court to the supreme court at Madrid.

The districts of the island were again subdivided into municipal jurisdictions, whose executives were the *alcaldes* of the towns, the legislative bodies being the town councils. There was also a municipal judge, whose duty it was to investigate all cases occurring in his municipality, and the least important he was capable of trying. The other cases were sent to the primary court, which investigated them and either tried them or sent them before the court of *audiencia*. The *alcalde* and city council were elected by the people, and I think these were the only officers who were elected by the people.

At a first glance, considering the seeming unimportance of these offices, it would seem strange that there existed such bitter rivalry for their possession. But this is easily accounted for when we take into consideration that from the Spanish system of government the people considered the office as made for the man and not the man for the office. It appeared to be the right of the officeholder to use his position in every way for his own personal gain. No wonder, then, that the struggle for the possession of these offices was the cause of the bitterest enmity; and truly politics is not one of the least curses of this unfortunate island.

Subject to the approval of the Governor-General, the city council made all laws for its municipality and fixed all municipal taxes. These taxes, while great—out of all proportion (especially on certain necessary articles of food, as bread and meat, while on such articles as liquors and tobacco they were insignificant)—and should have given the treasury a surplus of funds, still it seems to have been impossible to collect them promptly; and there being no check on the disbursement of those that were collected, it was seldom any money at all was found in the treasury. Another cause of this deficit was the paying in of due bills. These were papers given by a school teacher or other employee or ex employee for pay due or for house rent due from the city to someone else for a consideration less than the amount called for by the duebill. These duebills were presented in payment of taxes, with the result that instead of the necessary money coming into the treasury the treasury was filled up with these worthless duebills.

The city employees were paid at very irregular intervals, often going for months without a cent other than what they were able to obtain on these duebills. It was impossible for the municipal government to be at all satisfactory or just owing to the great rivalry between the two political parties. Those in power favored only their friends, while everything possible was done to injure their political enemies. On the other hand, the defeated party did all they could to annoy and give trouble to those in power. This state of affairs is now continually giving trouble, and will continue to do so until the present political parties die out altogether. Another great abuse of this power was the system by which a favored person could imprison his personal enemies on trumped-up charges. When the Americans took possession of the island all the jails were found crowded with prisoners, some of whom had been confined for great lengths of time, with only the most trivial charges against them. They had never been given any kind of trial, and from all indications there appeared to be no prospect of their ever being brought to trial. There were a number of cases where men had been confined for many months, when even if they had been convicted of the charges against them the limit of the punishment was only a few days' confinement.

The result of all this on the people has been to make them unambitious, deceitful, and dishonest. A more helpless and worthless set of people it is hard to imagine. In my opinion they are far inferior to our Southern negroes, and but little, if any, better than our Indians. They certainly have all their vices, with none of their virtues.

After the hurricane of August 8, instead of going to work and trying to help themselves they made no effort whatever to do anything, but simply sat down and speculated on how much the government was going to do for them. A great many of them, for fear they would not receive the full benefit of the government's charity, made no attempt to repair their houses, but continued to live in them as they were left by the storm. They also look upon the help they are receiving as their right and as a matter of course, and they are totally devoid of anything approaching gratitude. They even go so far as to complain of the kind of food they are getting, and demand, and even expect to get, what they wish. The people themselves, and even those in authority—the local boards of charity and *alcaldes*—thought it a great hardship when the able-bodied men were required to work for what rations they received, notwithstanding the fact that the work is being done on the towns and they are the ones who are receiving the benefit of it. The sudden change from the most grinding oppression to absolute freedom has been too much for them, and they expect entirely too much.

I merely mention this to give some idea of the character and disposition of the people. To make any material changes in the present generation is, I think, a hopeless task. They are certainly not capable of self-government, and in my opinion it

is a question of many years before they will be. Only by the most liberal system of education applied to the coming generation, with a thorough introduction of American ideas, can we hope for any beneficial results. The people naturally are a very restless and turbulent race, always ready and eager to engage in any plunder and excitement that may be proposed by anyone who for the moment has succeeded in catching their ears.

One of the worst nuisances the Americans had to deal with immediately after taking possession of the island was the plunder and burning all over the country by these people, who seemed to have no object whatever in doing this, but simply did it on account of the unsettled condition of affairs at the time. They are very easily led by anyone who is able to attract their attention, and the person who has succeeded in doing this can get them to believe anything he wishes to tell them, and can do with them whatever he pleases. They have no ideas or opinions of their own and have never been taught to think for themselves. It has been said that they will do everything in their power to elevate a popular idol to the highest position, and once he has reached that position will do everything possible to pull him down again. It is all due to their restlessness and desire for change.

The mode of life among the lower classes is very low indeed, being not a great deal better than savages and corresponding in many respects to that of our Indians. Their houses are made of anything they can get to piece together—principally palm leaves—and it is a very common sight to see six or eight persons, or even more, living in a little hut scarcely large enough for two. There can be no privacy in such an arrangement, and consequently the scale of morality is very low. It is another common sight to see any number of children, some 8 or 9 years old, running naked on the streets. But the most noticeable feature of all was the total lack of any sanitary arrangements whatever. In anything that was done this seems never to have been considered at all. When the Americans took possession the accumulation of filth and dirt in the towns was simply beyond description, and the only wonder is that disease and epidemics were so few.

To give the net results of the American occupation in detail is difficult at this time, as the time has been too short to make prominent the results of the changes wrought by the Americans. That there has been a general change for the better is apparent, and the people, who were at first slow to realize this change, are now beginning to realize it and to believe that the coming of the Americans will be for their good. Every effort has been made and is being made to let the people know that the days of oppression are over—that they are free—and that everything gained by their personal efforts will be to their own credit and benefit and not for the benefit of someone else.

As yet no great changes have been made in the civil code of laws, as the country is not yet ripe for any radical changes. These must come about gradually.

The absurd and unjust taxes on certain necessary articles, as meat, bread, etc., have been repealed, while a proper license has been placed on the sale of liquors and tobacco.

The primary court has been done away with and a federal court, composed entirely of army officers, has been established for the trial of the more important cases. Also, another court, composed of natives, which corresponds to our circuit court in the States, has recently been established.

One of the most noticeable changes in the sanitary improvements of the island. The towns have been cleaned up, and as far as the present facilities will allow, it is required that they be kept clean. The prisons all over the island have been renovated, and numbers of prisoners unjustly confined have been released.

The school system is being revised and has already been greatly improved. There is an American supervisor of schools in each district, and the children, to a greater extent, are required to attend school. There are also a number of American teachers on the island.

The roads have been greatly improved, although much yet remains to be done in this direction. Last spring, I think, nearly half a million dollars was spent on this work, and several thousand men were employed. These men were mostly those who had no other employment; hence, not only a large amount of money was distributed, but it went to those who most needed it.

The municipal government has been little changed, but it is under the immediate eye of the commanding officers, and any irregularities are quickly rectified. In some towns it has been found necessary to put in military officers as alcaldes for short lengths of time, owing to the bitter rivalry of the two political parties, but these instances have been very few.

Take it all in all, the American occupation has been all it should be, and the improvements and changes for the better have been many and great. However, there remains much to be done, and, as I said in the beginning of this report, to do

it will take many years of hard work and constant attention. In any case, the civil part of this work should be given to civilians or to officers specially detailed for the purpose.

During the last year every officer on this island has been overtaxed with work, and from their constant intermingling with civil affairs they have almost entirely lost their identity as military persons, and their military duties have greatly suffered in consequence. Of course, I realize that the officers can and will do this work, probably better than civilians, but there is a limit even to an army officer's endurance.

In closing this report, I wish to state that, owing to the very limited time I have had to prepare it, there are a great many details and facts that have been omitted. What has been stated is, almost entirely, from my own personal observations, covering the period since the landing of the Americans.

Very respectfully,

SEABORN G. CHILES,

First Lieutenant, Eleventh Infantry, Commanding.

APPENDIX U 14.

SAN GERMAN, P. R., September 7, 1899.

ADJUTANT GENERAL DEPARTMENT OF PUERTO RICO.

SIR: Pursuant to letter of instructions from your office dated August 21, 1899, I have the honor to make the following report:

As I have only been here three days I do not feel qualified to make an elaborate report on the social and economic conditions of this locality.

What the industrial conditions might have been I am not able to say, but what they now are I know.

They could not possibly be worse. All the laboring class depend upon the planters for labor. As the coffee and sugar planters are ruined by the recent hurricane, they have no work to give. It seems that most plantations were mortgaged for pretty much their full value at the time of the American occupation, so that now money lenders will lend no more money on them. As the planters are unable to borrow money to restart their plantations they are unable to employ labor. I do not believe the social conditions have changed any. I do not believe anybody has taken the trouble to get married who were formerly living together as common-law man and wife. In a word, social conditions existing for hundreds of years can not be changed by order. It will take several generations to change such conditions. Economy is now forced upon everybody.

The entire people are entirely ignorant of cooking wheat flour in any way and the art of baking is unknown, the city bakery having the monopoly of the bread-baking industry of the whole island. The people could be taught to do their own baking, as do the Mexicans.

I can not see that the American occupation has as yet done anything to improve this people. Improvement will come only when this island is treated as any of our western Territories are and given absolutely free interstate commerce.

Taxation seems now to be unjust, as all personal property is exempt. A wealthy planter pays no taxes on his horses and carriage, which the city hackman does.

All merchants must have a license to conduct business, which is a restriction on business. Liquor dealers pay the same license as merchants of corresponding grade.

In the present system of assessment and collection of taxes the alcaldes seem to have it within their power to oppress delinquents or to extend to their friends the benefits derived from a noncollection.

I would recommend a tax on what is produced, allowing certain proportions to remain in the barrio or district where it is produced. This would put money in local treasuries that are now entirely bankrupt. The sources of revenue in cities under American occupation are entirely cut off and the cities are carrying on no public works.

The metal of the streets is badly broken and needs repair, the sidewalks are going to ruin, and the streets are no longer kept clean.

Asylums should be built for the insane, blind, and poor, who now roam at large as beggars in such a filthy condition that they must necessarily be the means of spreading disease.

The natives would make good use of corn imported from the United States, which sells for less than that produced at home. They know how to use ground corn where they do not know how to prepare wheat flour.

Very respectfully,

ALONZO GRAY,

First Lieutenant, Fifth Cavalry, Commanding Subpost.

APPENDIX U 15.

MUNICIPAL FINANCES.

Budgets for the towns of the island of Puerto Rico.

FISCAL YEAR 1897-98.

[Stated in provincial currency.]

Town.	Expenditures.	Receipts.	Deficit.	Overplus.
Adjuntas.....	\$46,892.00	\$46,892.00	.....	.....
Aguada.....	14,431.55	14,431.55	.....	.....
Aguadilla.....	52,619.41	52,619.41	.....	.....
Aguas Buenas.....	18,564.18	18,564.18	.....	.....
Aibonito.....	15,991.03	17,101.92	.....	\$1,110.89
Añasco.....	40,286.92	40,286.92	.....	.....
Arecibo.....	64,902.30	64,902.30	.....	.....
Arroyo.....	14,782.84	14,782.84	.....	.....
Barceloneta.....	13,657.49	13,657.49	.....	.....
Barranquitas.....	14,356.63	14,356.63	.....	.....
Barros.....	14,557.84	14,557.84	.....	.....
Bayamón.....	31,799.00	31,799.00	.....	.....
Cabo Rojo.....	27,999.50	27,999.50	.....	.....
Cáguas.....	43,144.46	49,567.83	.....	6,423.37
Camuy.....	14,697.10	14,697.10	.....	.....
Carolina.....	17,956.74	17,956.74	.....	.....
Cayey.....	33,398.72	33,398.72	.....	.....
Ceiba.....	9,932.47	9,932.47	.....	.....
Ciales.....	28,575.60	28,575.60	.....	.....
Cidra.....	13,495.94	13,495.94	.....	.....
Coamo.....	27,883.43	27,883.43	.....	.....
Comerio.....	16,303.99	16,303.99	.....	.....
Corozal.....	19,283.13	19,283.13	.....	.....
Dorado.....	14,036.05	14,036.05	.....	.....
Fajardo.....	28,858.96	28,858.96	.....	.....
Guayama.....	52,223.24	52,223.24	.....	.....
Guayanilla.....	20,692.29	20,692.29	.....	.....
Gurabo.....	11,398.44	11,398.44	.....	.....
Hatillo.....	10,120.07	10,120.07	.....	.....
Hato Grande.....	22,538.69	22,538.69	.....	.....
Hormigueros.....	8,974.25	8,974.25	.....	.....
Humacao.....	60,787.51	50,787.51	.....	.....
Isabela.....	15,996.23	15,996.23	.....	.....
Juana Díaz.....	44,988.54	44,988.54	.....	.....
Juncos.....	17,880.07	17,880.07	.....	.....
Lajas.....	14,419.34	14,419.34	.....	.....
Láres.....	42,484.41	42,484.41	.....	.....
Las Marias.....	25,592.96	25,592.96	.....	.....
Loíza.....	12,612.28	12,612.28	.....	.....
Luquillo.....	15,562.46	15,562.46	.....	.....
Manatí.....	29,342.14	29,342.14	.....	.....
Maricao.....	30,850.87	30,850.87	.....	.....
Maunabo.....	16,290.82	16,290.82	.....	.....
Mayaguez.....	185,506.00	185,506.00	.....	.....
Moca.....	13,989.90	13,989.90	.....	.....
Morovis.....	15,199.33	15,199.33	.....	.....
Naguabo.....	19,186.66	19,186.66	.....	.....
Naranjito.....	12,024.00	12,024.00	.....	.....
Patillas.....	20,818.75	20,818.75	.....	.....
Peñuelas.....	20,677.72	20,677.72	.....	.....
Piedras.....	12,282.17	12,282.17	.....	.....
Ponce.....	267,134.14	267,134.14	.....	.....
Quebradillas.....	10,396.86	10,396.86	.....	.....
Rincón.....	8,659.07	8,659.07	.....	.....
Río Grande.....	10,958.46	10,958.46	.....	.....
Río Piedras.....	18,466.18	18,466.18	.....	.....
Sábana Grande.....	13,261.51	13,261.51	.....	.....
Salinas.....	21,946.98	23,355.86	.....	1,408.88
San Germán.....	54,008.77	54,008.77	.....	.....
San Juan.....	598,483.00	598,483.00	.....	.....
San Sebastián.....	38,819.83	38,820.03	.....	.....
Santa Isabel.....	16,288.42	16,288.42	.....	.....
Toa Alta.....	10,927.22	10,927.22	.....	.....
Toa Baja.....	9,942.72	9,942.72	.....	.....
Trujillo Alto.....	8,715.00	8,715.00	.....	.....
Utua.....	60,521.01	60,521.01	.....	.....
Vega Alta.....	13,794.41	13,794.41	.....	.....
Vega Baja.....	31,910.35	31,910.35	.....	.....
Vieques.....	21,375.67	21,375.67	.....	.....
Yabucoa.....	32,654.52	32,654.52	.....	.....
Yauco.....	62,839.00	62,839.00	.....	.....
Total.....	2,697,949.54	2,706,892.88	.....	8,943.34

Budgets for the towns of the island of Puerto Rico—Continued.

FISCAL YEAR 1899-1900.

[Stated in American money.]

Town.	Expenditures.	Receipts.	Deficit.	Overplus.
Guayánilla.....	\$17,000.00	\$17,000.00		
Corozal.....	5,155.40	6,446.40		\$1,291.00
Bayamón.....	15,066.30	15,066.30		
Dorado.....	4,246.90	4,246.90		
Aibonito.....	6,842.00	6,842.00		
Carolina.....	11,378.13	11,378.13		
San Germán.....	16,775.17	16,775.17		
Coamo.....	13,308.62	13,308.62		
Fajardo.....	15,639.91	15,639.91		
Yabucoa.....	11,800.52	11,800.52		
Humacao.....	19,893.20	19,893.20		
Yauco.....	33,450.92	33,450.92		
Piedras.....	3,162.90	3,162.90		
Hato Grande.....	5,404.78	5,404.78		
Aguas Buenas.....	7,048.28	7,048.28		
Manatí.....	11,628.00	11,628.00		
Juncos.....	8,155.78	8,155.78		
Ciales.....	10,032.20	10,032.20		
Arecibo.....	65,633.59	77,302.98		11,669.39
Ponce.....	181,359.14	181,359.14		
Rio Piedras.....	12,707.82	12,707.82		
Vieques.....	8,976.60	11,457.45		2,480.85
Toa-Baja.....	3,554.72	3,554.72		
Cayey.....	14,368.19	14,368.19		
Isabela.....	10,441.72	10,441.72		
Total.....	513,030.79	528,472.03		15,441.24
NOT YET APPROVED.				
Juana Díaz.....	26,414.60	23,681.60	\$2,733.00	
Naguabo.....	7,349.20	7,349.20		
Utua.....	48,181.00	48,181.00		
Salinas.....	7,163.30	7,163.30		
Vega-Alta.....	5,491.29	5,491.29		
Toa Alta.....	6,880.72	6,880.72		
Hatillo.....	6,473.00	6,473.00		
Añasco.....	14,626.81	13,618.46	1,008.35	
Cabo-Rojo.....	13,803.40	13,803.40		
Camuy.....	6,564.60	6,356.67	207.93	
Quebradillas.....	7,675.53	7,675.53		
Maricao.....	14,196.98	14,196.98		
Loiza.....	5,034.00	5,626.98		592.98
Sabana Grande.....	8,324.00	7,766.15	557.85	
Cidra.....	4,468.20	3,729.96	738.24	
Las Marias.....	9,395.00	9,395.00		
Adjuntas.....	17,723.52	17,723.52		
Cáguas.....	26,870.59	19,610.54	7,260.05	
Mayaguez.....	104,724.89	104,724.89		
Peñuelas.....	14,691.41	13,600.57	1,090.84	
Sta Isabel.....	7,217.81	7,217.81		
Aguadilla.....	29,517.97	29,517.97		
Guayama.....	17,452.60	17,714.20		261.60
Trujillo Alto.....	2,752.48	1,971.49	780.99	
Barceloneta.....	6,900.97	6,900.97		
Barranquitas.....	3,731.38	3,731.38		
Barros.....	6,663.19	6,663.19		
Comerio.....	8,241.75	8,828.85		587.10
Lajas.....	5,415.33	5,415.33		
Láres.....	12,176.00	12,176.00		
Maunabo.....	4,396.00	4,396.00		
Morovis.....	9,609.85	8,076.78	1,533.07	
Naranjito.....	5,487.00	5,487.00		
Patillas.....	6,550.00	6,550.00		
Rincón.....	2,529.96	2,529.96		
San Juan.....	368,999.28	368,999.28		
San Sebastián.....	11,557.67	7,885.00	3,672.67	
Vega-Baja.....	9,134.80	9,134.80		
Río-Grande.....	8,479.76	7,721.04	758.72	
Gurabo.....	10,155.66	10,155.66		
Aguada.....	10,099.32	10,099.32		
Moca.....	7,283.00	7,158.90	124.10	
Arroyo.....	6,546.65	6,546.65		
Total.....	1,429,981.26	1,426,398.37	20,465.81	16,882.92

Budgets for the towns of the island of Puerto Rico—Continued.

RECAPITULATION.

Town.	Expenditures.	Receipts.	Deficit.	Overplus.
Approved.....	\$513, 030. 79	\$528, 472. 03	.....	\$15, 441. 24
Not approved.....	916, 950. 47	897, 926. 34	\$20, 465. 81	1, 441. 68
Total.....	1, 429, 981. 26	1, 426, 398. 37	20, 465. 81	16, 882. 92

CAYETANO COLL Y TOSTE.

SAN JUAN, P. R., *September 20, 1899.*

APPENDIX U 16.

STATISTICS ON COFFEE, SUGAR, AND TOBACCO.

[By Dr. Cayetano Coll y Toste, Civil Secretary.]

SUGAR.

Sugar cane was taken to Hispaniola in 1506, whence it was brought to Puerto Rico in 1515. That cane is still called in this island the "creole" cane. The sugar cane most generally used now is the Tahiti cane, which the French found in 1606 in the Society Islands.

In 1548, Gregorio de Santa Olaya founded, near the Bayamon River, the sugar-cane plantation Santa Ana, operated by water and horse power. Until then, nothing but molasses had been made in the country.

In the year 1546, the treasurer of the island, Juan de Castellanos, for account of the Government, had already lent 6,000 pesos to establish two sugar plantations. In 1549, Alonso Perez Martel, with 1,500 pesos that the monarch lent him, fitted up a sugar mill. In 1581, 11 factories worked in the island: 4 on the banks of the Bayamon River, 1 at Caparra, 3 on the banks of the Toa River, 1 at Canovanas, and 2 at Loiza. They produced yearly 15,000 arrobas (1 arroba=25 pounds) of sugar, and already constituted at that time the principal wealth of the island. They were small mills. Nine of them were moved by horsepower and 2 by water. In 1602, there were only 8 mills, which produced that year 3,000 arrobas of sugar, because the owners of those lands devoted themselves more to the cultivation of ginger. Governor Sancho Ochoa de Castro in 1603 called a meeting of the corporation of San Juan, and prohibited cane planters from cultivating ginger and ordered them to devote themselves to sugar only. In that year the island produced 15,000 arrobas of ginger. The hurricane of September 12, 1615, razed the remaining sugar plantations, but in 1620, 4 mills were erected with great difficulty and with the aid of the Government. In 1624, 24 boxes, containing 775 arrobas of sugar, were sent to King Felipe IV, as a contribution to aid him in the war against the French. There were, in 1644, 7 sugar plantations, according to the chronicle. In 1776, Governor O'Reilly reported 10,947 arrobas of sugar and 78,884 jars of cane-juice sirup.

Statistics.

Year.	Quantity.	Value.	Duties (export).
	<i>Pounds.</i>	<i>Pesos.</i>	
1850	112, 129, 432	3, 910, 167. 38	
1851	118, 416, 304	3, 552, 489. 12	
1852	93, 631, 396	2, 808, 941. 88	
1853	110, 605, 859	3, 318, 175. 77	
1854	107, 870, 251	3, 236, 107. 53	
1855	101, 437, 866	3, 043, 135. 98	
1856	116, 867, 822	3, 580, 606. 71	
1857	86, 391, 546	2, 591, 746. 38	
1858	123, 542, 292	3, 706, 268. 76	
1859	88, 443, 323	2, 692, 861. 81	
1860	116, 015, 181	3, 480, 455. 43	
1861	131, 035, 471	3, 931, 064. 13	
1862	128, 802, 537	3, 861, 076. 11	
1863	116, 245, 504	3, 487, 365. 12	
1864	92, 511, 988	2, 775, 359. 64	
1865	121, 053, 963	3, 631, 618. 89	
1866	111, 358, 765	3, 340, 762. 95	
1867	120, 251, 796	3, 607, 553. 88	
1868	123, 414, 862	3, 702, 445. 86	
1869	144, 950, 621	4, 348, 518. 63	
1870	191, 649, 670	5, 749, 490. 10	
1871	206, 606, 711	6, 198, 201. 33	
1872	178, 199, 242	5, 343, 577. 26	
1873	190, 520, 284	5, 715, 608. 52	
1874	155, 990, 115	4, 679, 703. 45	
1875	162, 193, 601	4, 865, 808. 03	
1876	147, 659, 218	4, 429, 776. 54	
1877	123, 156, 488	5, 542, 041. 95	
1878	166, 383, 955	7, 487, 211. 97	
1879	340, 647, 036	4, 645, 186. 86	313, 600. 50
1880	221, 242, 894	3, 016, 948. 55	199, 209. 20
1881	126, 208, 267	3, 741, 351. 93	124, 711. 74
1882	183, 846, 681	5, 431, 833. 69	183, 440. 68
1883	175, 423, 826	5, 182, 978. 62	175, 423. 79
1884	217, 742, 834	6, 433, 340. 52	217, 743. 84
1885	195, 710, 198	5, 182, 978. 62	195, 709. 98
1886	140, 311, 057	4, 145, 521. 42	110, 309. 98
1887	177, 743, 229	5, 251, 504. 53	148, 448. 78
1888	136, 372, 273	4, 029, 180. 77	78, 760. 92
1889	139, 943, 146	4, 134, 683. 86	Free.
1890	128, 021, 909	3, 782, 645. 50	Free.
1891	105, 807, 700	3, 126, 136. 57	Free.
1892	148, 063, 390	4, 038, 152. 46	Free.
1893	94, 792, 834	2, 944, 438. 13	Free.
1894	106, 500, 049	3, 194, 865. 51	Free.
1895	131, 870, 350	4, 047, 399. 51	Free.
1896	122, 688, 689	3, 734, 562. 34	Free.
1897	126, 827, 472	4, 007, 999. 08	Free.

COFFEE.

The first coffee arborets were taken from the Botanic Garden of Paris to Martinique by Mr. Gabriel de Declieu in 1720. Coffee was brought from Guadeloupe to Puerto Rico in 1763. The Spanish Government requested in 1769 a report on the growth of the coffee trees, and 22 boxes of the coffee which they had already begun to gather were sent as samples. According to the statistics for 1770, there were 29,121 arrobas of coffee, and Governor O'Reilly in 1776 reported 45,049 arrobas.

Statistics.

Year.	Quantity.	Value.	Duties (export).
	<i>Pounds.</i>	<i>Pesos.</i>	<i>Pesos.</i>
1850.....	11,783,684	707,021.04	
1851.....	12,111,971	726,718.26	
1852.....	11,580,604	682,245.78	
1853.....	11,580,763	694,836.24	
1854.....	11,271,696	676,318.14	
1855.....	13,642,264	818,335.84	
1856.....	10,555,814	633,348.08	
1857.....	9,229,483	553,768.98	
1858.....	11,139,691	668,381.46	
1859.....	13,902,296	834,137.76	
1860.....	15,924,124	955,471.44	
1861.....	13,902,296	894,137.76	
1862.....	12,678,727	754,723.62	
1863.....	16,698,808	1,001,928.48	
1864.....	16,874,231	1,012,450.86	
1865.....	18,960,252	1,137,615.12	
1866.....	14,924,810	895,488.60	
1867.....	19,220,194	1,153,211.64	
1868.....	16,063,431	963,805.86	
1869.....	15,736,163	944,179.68	
1870.....	17,416,762	1,045,005.70	
1871.....	20,822,229	1,249,337.94	
1872.....	18,355,133	1,101,207.90	
1873.....	25,840,533	1,550,431.98	
1874.....	17,769,195	1,066,151.70	
1875.....	26,162,600	1,569,761.40	
1876.....	20,826,390	1,249,583.40	
1877.....	15,843,887	3,010,338.53	
1878.....	17,051,486	3,325,039.77	
1879.....	67,161,382	5,189,743.17	156,934.66
1880.....	48,032,299	3,077,304.00	105,367.26
1881.....	47,748,210	7,077,304.35	117,955.70
1882.....	29,788,671	3,791,285.40	73,117.63
1883.....	37,555,118	4,779,742.10	92,180.74
1884.....	26,065,690	3,317,451.48	63,979.43
1885.....	21,668,519	6,067,185.72	117,010.46
1886.....	16,700,914	4,693,055.96	90,608.87
1887.....	12,550,751	3,514,210.28	67,774.14
1888.....	23,225,385	6,503,107.80	125,417.08
1889.....	17,451,090	4,858,306.04	93,695.90
1890.....	19,919,452	5,577,166.56	107,339.64
1891.....	18,919,871	5,297,563.88	102,167.32
1892.....	21,484,090	9,452,999.60	116,821.87
1893.....	22,329,261	11,611,215.72	175,216.09
1894.....	22,909,686	11,913,038.26	287,739.35
1895.....	18,254,254	9,492,212.08	182,542.54
1896.....	26,662,194	13,864,340.88	266,621.94
1897.....	23,504,999	12,222,599.48	235,049.99

TOBACCO.

Tobacco was first found in the Antilles and central part of Mexico, and even its very name is of Indo-Antillian origin. The leaf was called "cojiba" by the Puerto Rico Indians, and they applied the word "tabaco" to some kind of pipe and also to the manufactured tobacco that we know by the name of "cigar." The Indians made much use of this aromatic leaf, but the Government fought the vice, and there are two Papal bulls excommunicating those who used tobacco, and a royal cedula, dated 1608, prohibited definitely the cultivation of tobacco in Puerto Rico. In 1634 tobacco was again sown, and also cacao.

According to statistics for 1770, there were 83,651 arrobas of tobacco, but Governor O'Reilly reported in 1776 only 28,070 arrobas.

The cultivation of tobacco increased until, in 1836, when it was again exported from the island; then its cultivation diminished until large quantities were imported from

the neighboring islands, and in spite of the impulse communicated to the planting of tobacco in the time of the Intendant Ramirez, the leaf continued to be imported, and a merchant of San Juan, making use of the grace granted him by His Majesty, introduced 20,000 quintals at the beginning of this century, but only paid royal dues amounting to 10 pesos.

Statistics.

Year.	Quantity.	Value.	Duties (export).
	<i>Pounds.</i>	<i>Pesos.</i>	<i>Pesos.</i>
1850.....	2,973,308	118,932.32	.....
1851.....	6,474,484	258,979.36	.....
1852.....	5,339,742	213,589.68	.....
1853.....	3,698,894	147,955.76	.....
1854.....	3,958,130	158,325.20	.....
1855.....	2,475,683	99,002.48	.....
1856.....	3,453,019	138,120.76	.....
1857.....	4,024,921	160,996.84	.....
1858.....	4,115,373	164,614.93	.....
1859.....	2,144,032	84,761.28	.....
1860.....	2,557,448	95,010.77	.....
1861.....	7,753,821	310,152.84	.....
1862.....	8,933,472	357,338.88	.....
1863.....	4,493,344	179,733.76	.....
1864.....	3,458,600	152,741.36	.....
1865.....	4,760,790	190,431.60	.....
1866.....	3,379,966	135,198.60	.....
1867.....	1,627,314	65,093.76	.....
1868.....	2,638,985	106,359.40	.....
1869.....	3,678,983	143,159.32	.....
1870.....	5,950,322	238,012.88	.....
1871.....	5,881,081	215,243.24	.....
1872.....	6,189,296	247,571.68	.....
1873.....	4,999,086	199,963.44	.....
1874.....	4,177,512	167,100.48	.....
1875.....	5,691,552	227,662.08	.....
1876.....	3,175,375	127,105.00	.....
1877.....	5,797,998	431,219.80	.....
1878.....	5,237,961	894,630.66	.....
1879.....	8,714,856	594,194.70	7,969.64
1880.....	12,188,517	831,035.45	10,124.56
1881.....	7,661,348	1,054,559.45	7,570.46
1882.....	5,138,166	761,382.76	5,138.43
1883.....	3,867,362	408,129.17	2,754.24
1884.....	2,754,246	573,129.17	3,867.37
1885.....	7,689,865	1,139,498.11	7,698.88
1886.....	4,517,608	662,433.32	4,517.63
1887.....	7,617,480	1,182,772.06	7,616.58
1888.....	3,340,854	495,053.81	3,340.85
1889.....	7,721,666	1,144,210.44	7,721.66
1890.....	3,977,987	589,465.37	3,977.99
1891.....	5,276,414	781,871.58	5,276.42
1892.....	4,198,498	773,363.20	4,198.49
1893.....	4,199,129	801,651.90	4,199.25
1894.....	3,362,555	641,942.28	3,362.55
1895.....	3,657,370	698,225.22	3,657.38
1896.....	2,215,255	422,912.28	2,215.25
1897.....	6,255,953	1,194,318.30	6,255.93

General statistics on real-estate property in the island of Puerto Rico, 1897.

[Compiled from information furnished by Dr. Cayetano Coll y Toste, Civil Secretary.]

Towns.	Classification of estates.							Material.					
	Residences.	Storehouses.	Establishments.				Huts.	Total.	Stone and mortar.	Stone, mortar, and wood.	Wood.	Straw and thatch.	Declared valuation.
			Sugar.	Coffee.	Tobacco.	Other purposes.							
Adjuntas	518	44	.....	68	.....	47	247	924	1	.....	874	49	<i>Pesos.</i> \$259,559.70
Aguada	153	2	13	1	.....	24	85	278	4	7	266	1	63,540.00
Aguadilla	531	11	3	.....	.....	6	106	657	38	31	506	82	391,311.29
Aguas Buenas	152	5	.....	.....	.....	15	.....	172	.....	6	166	.....	68,667.52
Aibonito	153	30	.....	5	.....	15	145	348	8	4	189	147	137,303.11
Anasco	635	6	10	22	.....	41	146	860	17	16	791	36	366,114.26
Arecibo	862	35	12	1	.....	71	534	1,515	62	101	804	548	823,985.65
Arroyo	404	6	6	1	.....	26	83	526	7	10	507	2	84,282.02

General statistics on real-estate property in the island of Puerto Rico, 1897—Continued.

Towns.	Classification of estates.							Material.					Declared valuation.
	Residences.	Storehouses.	Establishments.				Huts.	Total.	Stone and mortar.	Stone, mortar, and wood.	Wood.	Straw and thatch.	
			Sugar.	Coffee.	Tobacco.	Other purposes.							
Barceloneta	128	14	2	3		14	20	181		2	179		Pesos. 42,915.
Barranquitas	176	5	2	4		25	119	531	1	1	193	136	51,509.00
Barros	415	29		9		16	70	539		3	535	1	87,359.00
Bayamon	616	8	11			81	715	1,031	27	36	586	382	482,267.00
Cabo Rojo	1,092	8	36			116	414	1,666	28	70	1,564	4	278,527.25
Caguas	568	3	1			36	134	742	63	50	547	82	328,513.78
Camuy	162	3	3	2		15	65	250	1	6	171	72	41,876.60
Carolina	225	4	4			42	116	391	15	17	243	116	194,941.00
Cayey	556	31	2	5		42	106	742	16	37	689		346,523.50
Ceiba	145	3	4			24	71	247	2	5	197	43	45,046.00
Ciales	162	11	2	35		26	30	266		2	262	2	84,172.00
Cidra	66	3				12	127	208	1	1	80	126	28,981.00
Coamo	409	20		6		36	102	573	22	17	445	89	236,311.04
Comerio	171	2		1		9	52	235		2	225	8	52,324.00
Corozal	274	13	1	2		14	54	358		4	354		55,179.65
Dorado	207	5	2	1		8	56	279	5	6	267	1	81,830.50
Fajardo	484	12	11			64	329	900	8	20	783	89	222,271.63
Gurabo	179		3			15	110	307	4	98	114	91	53,296.00
Guayama	924	14	8	7	1	56	161	1,171	52	32	941	146	476,025.07
Guayanilla	367	15	5	15		47	171	620	13	12	581	14	150,823.54
Hatillo	118	1	3			32	97	251	8	9	133	101	52,611.01
Hato Grande	227		12			28	235	502	3	33	432	34	102,483.50
Hormigueros	160	2	10	1		18	53	244	12	12	219	1	118,600.97
Humacao	505	11	4			50	203	773	59	53	495	166	469,598.97
Isabela	208	14	4		1	47	136	410	11	14	333	52	66,277.00
Juana Diaz	815	49	8	28	1	85	591	1,577	55	12	911	599	340,013.60
Juncos	303	10	5			49	231	598	10	4	497	87	93,736.31
Lajas	431	8	13	1		47	71	571	3	15	553		132,018.00
Lares	516	50		116		52	92	826	14	13	794	5	301,319.10
Loiza	205	2	2			46	93	348	9	5	334		37,218.75
Las Marias	478	15	4	59		116	118	790	7	4	736	43	204,513.00
Luquillo	241	2	5			10	144	402	1	3	327	71	80,349.50
Manati	235	8	4	1	2	21	49	320	19	26	222	53	194,738.00
Maricao	507	34		94		62	233	930	14	6	896	14	265,146.50
Maunabo	167	3	4			18	67	259	1	2	190	66	98,120.89
Mayaguez	2,799	60	18	90	2	226	232	3,427	405	152	2,867	3	3,203,924.71
Moca	236	5	6	11		9	9	276	2	29	239	6	57,112.00
Morovis	274	26	11	5		42	84	442	1	1	328	112	79,881.50
Naguabo	201	7	6			5	127	346	6	4	214	122	71,692.00
Naranjito	94	15		1		14	152	276			114	162	33,178.00
Patillas	184	2	4	2		25	136	353	6	8	339		82,738.11
Penuelas	382	23	4	8		45	52	514	6	14	493	1	100,047.00
Piedras	138	2	4			17	39	200	1	2	188	9	38,018.97
Ponce	2,583	98	11	11		119	848	3,670	280	125	3,223	42	3,223,421.45
Quebradillas	264	3	1	3		33	168	472	5	9	216	242	62,254.00
Rio Grande	164	1	1			30	188	384	5	5	134	240	69,156.00
Rio Piedras	375	1	6			29	63	474	21	45	408		260,329.27
Rincon	108	2	3			6	28	147	2	1	144		31,173.00
Sabana Grande	514	14	7	4		23	172	734	20	11	547	156	226,636.42
Salinas	189	4	3			17	100	313	7	5	283	18	100,250.00
San German	1,173	13	18	17	1	103	225	1,550	54	71	1,409	16	501,892.95
San Juan	1,514	26				155	229	1,924	1,035	35	671	183	10,544,803.17
San Sebastian	418	23	5	50		70	124	690	8	4	571	107	189,097.00
Santa Isabel	262	6	3			23	48	342	7	12	281	42	106,945.00
Toa Alta	157	1	3			25	70	256	1	11	233	11	38,281.00
Toa Baja	167	3	3		3	26	137	339	4	9	326		65,935.31
Trujillo Alto	103		3			11	45	162	3	3	154	2	27,285.48
Utua	1,212	106	4	156	1	144	344	1,967	33	38	1,854	42	618,497.97
Vega Alta	154	1	3			16	197	371	1	4	312	54	52,530.50
Vega Baja	293	2	1			21	194	511	21	24	398	68	154,087.75
Vieques	392	5	6			47	153	603	1	11	502	89	153,817.26
Yabucoa	346	7	7			49	222	631	9	9	572	41	119,255.51
Yauco	1,320	36	2	29	2	88	172	1,649	95	56	1,492	6	563,486.00

RECAPITULATION.

Residences	31,866
Storehouses	1,043
Sugar establishments	362
Coffee establishments	875
Tobacco establishments	14
Estates for other purposes	3,042
Huts	10,939
Grand total of estates	48,141
Total declared valuation	\$28,867,928.79

APPENDIX U. 19.

Receipts on account internal-revenue collections—Island of Puerto Rico—October 18, 1898, to June 30, 1899.

	Taxes and imposts.				
	Rural, urban, and cattle.	Industrial and commercial.	Fees on property.	Impost on mines.	Personal taxes.
SAN JUAN.					
November	13,335.20	19,422.43	888.82	153.60	74.20
December	18,616.87	10,276.58	609.01	.....	.50
January	15,309.72	9,484.97	381.35	.....	13.00
February	8,738.18	3,838.66	307.56	.....	18.70
March 1-11	2,447.25	603.95	296.32	.....	.....
Total pesos	58,447.22	43,626.59	2,483.06	153.60	106.40
March 12-31	4,183.65	6,391.19	79.80	.....	.....
April	2,881.38	1,200.52	348.57	13.80	30.15
May	2,506.16	2,449.92	130.97	50.88	.....
June	4,658.55	3,889.12	353.76	.....	.....
Total dollars	14,229.74	13,930.75	913.10	64.68	30.15
PONCE.					
October	1,398.77	4,420.67	2,746.82	.....	211.07
November	11,156.70	2,400.47	1,566.96	.....	152.57
December	1,667.43	894.85	1,505.28	.....	164.35
January	622.17	2,131.55	1,367.01	.....	112.65
February	9,547.38	4,649.93	1,042.34	.....	.....
March 1-11 .....	.....	.....	.....	.....	.....
Total pesos	24,392.45	14,497.47	8,228.41	.....	640.64
March 12-31	9,468.36	848.77	215.79	.....	.....
April	3,109.65	2,335.47	183.07	.....	.....
May	5,637.17	1,355.19	124.19	.....	.....
June	1,904.85	1,418.59	1,034.59	.....	.....
Total dollars	20,120.03	5,958.02	1,557.64	.....	.....
MAYAGUEZ.					
October	174.86	42.52	798.71	.....	22.95
November	123.70	262.07	1,476.78	.....	67.95
December	388.91	4,005.81	1,408.78	.....	108.30
January	4,016.73	5,777.63	1,895.83	.....	22.55
February	7,409.89	3,683.02	1,485.95	.....	.....
March 1-11 .....	.....	.....	.....	.....	.....
Total pesos	12,114.09	13,771.05	7,066.05	.....	221.75
March 12-31	4,268.81	661.98	179.58	.....	.....
April	2,898.63	1,747.13	98.69	.....	.....
May	2,598.30	644.77	139.24	.....	.....
June	3,983.50	639.77	79.28	.....	.....
Total dollars	13,749.24	3,693.65	496.79	.....	.....
ARECIBO.					
October	636.76	339.48	1,186.96	.....	13.95
November	1,394.68	895.11	673.57	.....	160.55
December	2,327.32	1,171.85	1,250.75	.....	16.00
January	2,773.23	572.54	1,357.08	.....	43.85
February	3,564.85	850.40	323.30	.....	.....
March 1-11 .....	.....	.....	.....	.....	.....
Total pesos	10,696.84	3,829.38	4,791.66	.....	234.35
March 12-31	4,250.22	1,021.05	145.51	.....	.....
April	4,283.06	597.06	322.34	.....	.....
May	4,389.70	796.99	136.67	72.00	.....
June	2,201.74	504.89	43.82½	.....	.....
Total dollars	15,124.72	2,919.99	648.34½	72.00	.....
AGUADILLA.					
October	722.00	602.30	61.12	.....	362.00
November	1,572.36	761.06	314.72	.....	6.65
December	584.96	727.93	291.02	.....	.....
January	3.24	430.77	141.36	.....	3.10
February	1,265.57	1,137.69	220.10	.....	.....
March 1-11 .....	.....	.....	.....	.....	.....
Total pesos	4,148.13	3,659.75	1,028.32	.....	371.75

Receipts on account internal-revenue collections—Island of Puerto Rico—October 18, 1898, to June 30, 1899—Continued.

	Taxes and imposts.				
	Rural, urban, and cattle.	Industrial and commercial.	Fees on property.	Impost on mines.	Personal taxes.
AGUADILLA—continued.					
March 12-31	967.31	97.39	97.30	.....	.....
April	1,664.11	316.18	42.01	.....	.....
May	388.88	1,062.69	9.00	.....	.....
June	836.62	279.77	.....	.....	.....
Total dollars	4,406.92	1,756.03	148.31	.....	.....
ARROYO.					
October	67.01	220.74	1,320.62	.....	90
November .....	.....	615.67	275.45	.....	3.40
December	772.68	454.74	433.01	.....	.....
January	646.57	56.80	230.45	.....	.....
February	573.86	235.21	270.74	.....	.....
March 1-11 .....	.....	.....	.....	.....	.....
Total pesos	2,060.12	1,583.16	2,530.27	.....	4.30
HUMACAO.					
October .....	.....	.....	400.35	.....	.....
November	89.00	246.77	135.25	.....	24.00
December	3,247.82	1,077.49	246.85	.....	15.05
January	3,200.66	686.15	334.24	.....	.....
February	5,150.76	961.62	213.29	.....	2.50
March 1-11 .....	.....	.....	34.64	.....	.....
Total pesos	11,688.24	2,972.03	1,364.62	.....	41.55
March 12-31	1,272.39	414.88	244.26	.....	.....
April	1,289.08	599.05	19.48	.....	.....
May	2,245.37	477.92	175.28	.....	.....
June	1,451.70	254.63	99.00	.....	.....
Total dollars	6,258.54	1,745.98	538.02	.....	.....
VIEQUES.					
November .....	.....	461.78	.....	.....	7.85
December	2,868.78	56.20	.....	.....	.....
January	344.76	191.90	.....	.....	.....
February	1,424.23	41.06	.....	.....	.....
March 1-11	113.94	3.28	.....	.....	.....
Total pesos	4,751.71	754.22	.....	.....	7.85
March 12-31	272.70	32.77	.....	.....	.....
April	428.48	97.97	.....	.....	.....
May	265.58	39.50	.....	.....	.....
June	267.69	25.52	.....	.....	.....
Total dollars	1,234.45	195.76	.....	.....	.....
GUAYAMA.					
March 1-11 .....	..... pesos .....	.....	42.00	.....	.....
March 12-31	3,089.98	307.71	40.80	.....	.....
April	194.78	48.17	88.22	.....	.....
May	3,643.71	475.69	83.55	.....	.....
June	1,002.69	107.32	8.10	.....	.....
Total dollars	7,931.16	938.89	220.67	.....	.....
CAGUAS.					
April	821.50	74.51	266.75	.....	7.80
May	1,200.18	216.04	4.18	.....	.....
June	4,037.74	560.38	7.20	.....	.....
Total dollars	6,059.42	850.93	278.13	.....	7.80
Total receipts in pesos	128,298.80	84,693.65	27,534.39	153.60	1,628.59
Total receipts in dollars	89,114.22	31,990.00	4,801.00½	136.68	37.95

Receipts on account internal-revenue collections—Island of Puerto Rico—October 18, 1898, to June 30, 1899—Continued.

	Stamps and stamped paper, etc.	Insular property.		Miscella- neous.	Taxes in arrears.
		Rents.	Sales.		
SAN JUAN.					
November	2, 171. 61	18. 31	44. 50	597. 43	.....
December	123. 65	358. 25	50. 00	1, 826. 73	.....
January .....	.....	14. 25	1, 540. 75	1, 447. 07	.....
February	207. 64	168. 71	.....	724. 81	10, 562. 16
March 1-11 .....	.....	.....	.....	151. 27	14. 21
Total pesos	2, 502. 90	559. 52	1, 635. 25	4, 747. 31	10, 576. 37
March 12-31 .....	.....	.....	.....	23. 46	61. 20
April .....	.....	61. 83	7. 40	86. 03	412. 27
May .....	.....	51. 30	220. 68	946. 01	23. 86
June	17. 94	128. 53	120. 00	1, 111. 32	365. 61
Total dollars	17. 94	241. 66	348. 08	2, 166. 82	862. 94
PONCE.					
October	109. 50	.....	.....	361. 40	.....
November	97. 20	.....	.....	242. 82	.....
December	101. 34	.....	.....	253. 68	.....
January	417. 29	.....	.....	258. 55	.....
February .....	.....	.....	.....	132. 22	.....
March 1-11 .....	.....	.....	.....	.....	.....
Total pesos	725. 33	.....	.....	1, 248. 67	.....
March 12-31 .....	.....	.....	.....	154. 68	.....
April .....	.....	857. 44	.....	213. 57	.....
May .....	.....	.....	606. 00	168. 03	.....
June .....	.....	.....	.....	158. 02	.....
Total dollars .....	.....	857. 44	606. 00	694. 30	.....
MAYAGUEZ.					
October	1, 271. 55	.....	.....	23. 05	.....
November	497. 08	.....	.....	40. 41	.....
December .....	.....	.....	.....	36. 19	21. 51
January .....	.....	.....	.....	244. 97	.....
February .....	.....	.....	.....	268. 10	255. 01
March 1-11 .....	.....	.....	.....	.....	.....
Total pesos	1, 768. 63	.....	.....	612. 72	276. 52
March 12-31 .....	.....	.....	.....	30. 98	289. 93
April .....	. 60	.....	.....	28. 59	78. 45
May	1. 71	.....	.....	41. 88	69. 01
June .....	.....	.....	.....	24. 47	.....
Total dollars	2. 31	.....	.....	125. 92	437. 39
ARECIBO.					
October .....	.....	.....	.....	6. 50	.....
November	1, 276. 37	.....	.....	103. 29	.....
December	392. 72	.....	.....	10. 91	322. 12
January	314. 61	.....	.....	901. 83	.....
February	334. 60	.....	.....	15. 99	247. 54
March 1-11 .....	.....	.....	.....	.....	.....
Total pesos	2, 318. 30	.....	.....	1, 038. 52	569. 66
March 12-31 .....	.....	.....	.....	2. 98	.....
April .....	.....	.....	.....	59. 93	18. 77
May .....	.....	.....	277. 90	14. 33	93. 63
June .....	.....	.....	.....	12. 80½	19. 52
Total dollars .....	.....	.....	277. 90	90. 04½	131. 92
AGUADILLA.					
October	385. 02	.....	.....	7. 91	.....
November	438. 98	.....	.....	9. 63	.....
December	21. 29	.....	.....	68. 81	2. 75
January .....	.....	.....	.....	210. 41	.....
February .....	.....	.....	.....	29. 54	101. 73
March 1-11 .....	.....	.....	.....	.....	.....
Total pesos	845. 29	.....	.....	326. 30	104. 48

Receipts on account internal-revenue collections—Island of Puerto Rico—October 18, 1898, to June 30, 1899—Continued.

	Stamps and stamped paper, etc.	Insular property.		Miscella- neous.	Taxes in arrears.
		Rents.	Sales.		
AGUADILLA—continued.					
March 12-31				43.89	
April				24.79	
May				1.50	
June				15.00	5.62
Total dollars				85.18	5.62
ARROYO.					
October	391.12			238.62	
November	81.60		494.73	10.09	
December			177.78	10.65	
January				34.74	
February				53.94	
March 1-11					
Total pesos	472.72		672.51	348.04	
HUMACAO.					
October				3.41	
November				7.51	
December				5.34	
January				32.89	
February				33.41	
March 1-11 .....				.03	
Total pesos				82.59	
MARCAZANA.					
March 12-31				17.08	
April				10.04	435.48
May				8.83	
June				7.50	
Total dollars				43.45	435.48
VIEQUES.					
November					
December					
January					
February					
March 1-11					
Total pesos					
CAYEY.					
March 12-31					
April				12.30	
May				7.20	
June					
Total dollars				19.50	
GUAYAMA.					
March 1-11..... pesos				8.46	
March 12-31				9.46	90.22
April				10.04	
May				18.20	
June				1.30	
Total dollars				39.00	90.22
CAGUAS.					
April	15.22			25.78	206.31
May	5.46			16.57	86.58
June	7.11			11.77	3.24
Total dollars	27.79			54.12	296.13
Total receipts in pesos	8,633.17	559.52	2,307.76	8,412.61	11,527.03
Total receipts in dollars	48.04	1,099.10	1,231.98	3,318.33½	2,259.70

Receipts on account internal-revenue collections—Island of Puerto Rico—October 18, 1898, to June 30, 1899—Continued.

	Reimbursements.					Deposits.	
	Pen- sions.	Depart- ment of state.	Depart- ment of finance.	Depart- ment of justice.	Depart- ment of interior.	Guberna- tive.	Judicial
SAN JUAN.							
November						9,272.60	800.00
December				2,317.56	209.59	63,474.36	20.75
January			20.83	1,000.00		42,578.19	12.50
February			41.66	6,528.42	40.00	46,435.38	12.50
March 1-11					333.33	51,028.00	
Total pesos			62.49	9,845.98	582.92	212,788.53	845.75
March 12-31		12.99	15.00	5.40		20,083.51	
April	12.82	1,800.00			4.00	134,604.26	25.16
May						126,131.32	12.50
June		1,800.00	66.72		8,053.45	110,513.32	9.68
Total dollars	12.82	3,612.99	81.72	5.40	8,057.45	391,332.71	47.34
PONCE.							
October							
November							
December							1,254.60
January						67.63	
February							5,000.00
March 1-11							
Total pesos						67.63	6,254.60
March 12-31							
April							
May						36.00	
June						69.36	
Total dollars						105.36	
MAYAGUEZ.							
October						318.46	
November						1,058.18	
December						1,541.11	234.28
January						264.57	
February							
March 1-11							
Total pesos						3,182.32	234.28
March 12-31							64.33
April							
May						150.00	91.35
June							
Total dollars						150.00	155.68
ARECIBO.							
October						17.44	
November						46.19	
December						6.85	
January						88.92	
February						9.02	
March 1-11							
Total pesos						168.42	
March 12-31						3.58	
April						21.56	195.60
May						18.70	
June						6.39	
Total dollars						50.23	195.60
AGUADILLA.							
October	13.02						
November							
December							
January							10.00
February							
March 1-11							
Total pesos	13.02						10.00

Receipts on account internal-revenue collections—Island of Puerto Rico—October 18, 1898, to June 30, 1899—Continued.

	Reimbursements.					Deposits.	
	Pen- sions.	Depart- ment of state.	Depart- ment of finance.	Depart- ment of justice.	Depart- ment of interior.	Guberna- tive.	Judicial.
AGUADILLA—continued.							
March 12-31							
April							
May							
June							
Total dollars							
ARROYO.							
October					10.70		
November						49.61	
December							
January							
February							
March 1-11							
Total pesos					10.70	49.61	
HUMACAO.							
October							
November							
December						10.18	
January						17.50	
February							
March 1-11							
Total pesos						27.68	
March 12-31							
April							
May							
June							66.00
Total dollars							66.00
VIEQUES.							
November							
December							
January							
February							
March 1-11							
Total pesos							
March 12-31							
April							
May							
June							
Total dollars							
GUAYAMA.							
March 1-11							pesos..
March 12-31						144.16	
April							
May							
June						151.10	
Total dollars						295.26	
CAGUAS.							
April							
May							
June							
Total dollars							
Total receipts in pesos	13.02		62.49	9,845.98	593.62	216,284.19	7,344.63
Total receipts in dollars	12.82	3,612.99	81.72	5.40	8,057.45	391,933.56	464.62

Receipts on account internal-revenue collections—Island of Puerto Rico—October 18, 1898, to June 30, 1899—Continued.

	Bonds and sureties.	Transfer of funds—re- ceived from internal re- venue col- lectors,	Advances to be refunded.	Consump- tion impost on liquors.	Monthly totals.
SAN JUAN.					
November	4,200.00		1,957.34		52,936.04
December	1,300.00				99,183.85
January	4,856.00				76,658.63
February	22,305.00				99,929.38
March 1-11	6,033.33				60,907.66
Total pesos	38,694.33		1,957.34		389,615.56
March 12-31	1,800.00				32,656.20
April	13,440.00		3,310.90	3,310.89	161,549.98
May	6,230.00			37,853.06	176,656.96
June	16,077.57			5,581.76	152,747.33
Total dollars	37,597.57		3,310.90	46,745.71	523,610.47
PONCE.					
October					9,248.23
November		37.63			15,654.35
December		21,402.12			27,243.65
January		15,600.80			20,577.65
February		849.56			21,221.43
March 1-11					
Total pesos		37,890.11			93,945.31
March 12-31		6,230.90			16,918.50
April		12,757.44			19,456.64
May		5,396.21			13,322.79
June		1,285.77			5,871.18
Total dollars		25,670.32			55,569.11
MAYAGUEZ.					
October					2,652.10
November		861.75			4,387.92
December					7,744.89
January		326.07			12,548.35
February		11,037.34			24,139.31
March 1-11					
Total pesos		12,225.16			51,472.57
March 12-31		6,015.71			11,511.32
April		3,763.96			8,616.05
May		1,013.13			4,508.04
June		20.06			4,988.43
Total dollars		10,812.86			29,623.84
ARECIBO.					
October					2,201.09
November		4,069.10			8,618.86
December		6,129.42			11,627.94
January		4,628.08			10,680.14
February		814.89			6,160.59
March 1-11		4,185.19			4,185.19
Total pesos		19,826.68			43,473.81
March 12-31		3,022.31			8,445.65
April		5,263.35			10,761.67
May		2,081.30			7,881.22
June		4,001.33			6,790.50
Total dollars		14,368.29			33,879.04
AGUADILLA.					
October					2,153.37
November		2,025.12			5,128.52
December		21.69			1,718.45
January		3,988.02			4,776.90
February					2,764.63
March 1-11					
Total pesos		6,034.83			16,541.87

Receipts on account internal-revenue collections—Island of Puerto Rico—October 18, 1898, to June 30, 1899—Continued.

	Bonds and sureties.	Transfer of funds—re- ceived from internal rev- enue col- lectors.	Advances to be refunded.	Consump- tion impost on liquors.	Monthly totals.
AGUADILLA—continued.					
March 12-31		1,702.00			2,907.89
April		1,083.53			3,130.62
May		2,204.81			4,216.88
June		465.12			1,602.13
Total dollars		5,455.46			11,857.52
ARROYO.					
October		2,852.66			5,102.37
November					1,480.94
December		4,435.45			6,333.92
January		2,152.99			3,121.55
February		609.47			1,743.22
March 1-11					
Total pesos		10,050.57			17,782.00
HUMACAO.					
October					403.76
November					502.53
December					4,602.73
January		4,605.00			8,876.44
February		4,748.20			11,109.78
March 1-11					34.67
Total pesos		9,353.20			25,529.91
March 12-31					1,948.11
April		4,968.88			7,322.01
May		1,376.72			4,284.12
June		1,968.75			3,847.58
Total dollars		8,314.35			17,401.82
VIEQUES.					
November		4.40			474.03
December		352.06			3,277.04
January		2,000.00			2,536.66
February					1,465.29
March 1-11		1,823.22			1,940.44
Total pesos		4,179.68			9,693.46
March 12-31					305.47
April		370.93			909.68
May					312.28
June		89.91			383.12
Total dollars		460.84			1,910.55
GUAYAMA.					
March 1-11..... pesos..					50.46
March 12-31					3,682.33
April		3,390.73			3,731.94
May					4,221.15
June		3,000.00			4,270.51
Total dollars		6,390.73			15,905.93
CAGUAS.					
April		1.94			1,419.81
May		1,870.89			3,399.90
June		953.25			5,580.69
Total dollars		2,826.08			10,400.40
Total receipts in pesos.....	38,694.33	99,560.23	1,957.34		648,104.95
Total receipts in dollars.....	37,597.57	74,298.93	3,310.90	46,745.71	700,158.68

Disbursements on account internal-revenue collections, island of Puerto Rico, October 18, 1898, to June 30, 1899.

Period.	Department of state.					
	Salaries and office expenses.	Court of common pleas.	Board of health.	Beneficencia and lunatic asylum.	Police of island.	Monthly totals.
October	241.14		100.00			341.14
November	4,313.90	166.66	131.66		1,580.36	6,192.58
December	3,662.66		379.97	2,000.00	1,293.00	7,335.63
January	2,256.46		176.04	4,528.42	2,441.31	9,402.23
February	3,342.39		100.00	12,937.76	1,763.18	18,143.33
March 1 to 11	400.00			3,000.00		3,400.00
Total pesos	14,216.55	166.66	887.67	22,466.18	7,077.85	44,814.91
March 12 to 31	\$2,272.06					\$2,272.06
April	2,470.51			\$6,464.23		8,934.74
May	1,958.28					1,958.28
June	5,360.59			1,457.78		6,818.37
Total dollars	12,061.44			7,922.01		19,983.45

Total disbursements, United States currency \$19,983.45

Total disbursements, Puerto Rico currency, converted into dollars at official rate (\$0.60) ... 26,888.95

Grand total..... 46,872.40

Period.	Department of finance.			
	Salaries and office expenses.	Salaries and expenses of internal revenue collectors.	Salaries paid to a custom-house officer.	Monthly totals.
November	5,411.97	601.29		6,013.26
December	7,244.64	516.72		7,761.36
January	2,738.02	569.76		3,307.78
February	2,902.47	302.51	55.40	3,260.38
March 1 to 11	188.82	70.83		259.65
Total pesos	18,485.92	2,061.11	55.40	20,602.43
March 12 to 31	3,379.08	1,452.87		4,831.45
April	3,556.21	2,132.83		5,689.04
May	3,574.84	2,217.72		5,792.56
June	3,904.25	1,999.96		5,904.21
Total dollars	14,414.38	7,802.88		22,217.26

Total disbursements United States currency \$22,217.26

Total disbursements Puerto Rico currency, converted into dollars at official rate (\$0.60) 12,361.46

Grand total..... 34,578.72

Period.	Department of justice.			
	Salaries and expenses.	Salaries and expenses of clergy.	Penitentiary.	Monthly totals.
October	5,919.11			5,919.11
November	11,923.78	1,490.40	1,468.66	14,882.84
December	13,946.56		5,773.72	19,720.28
January	11,622.44	117.37	3,516.37	15,256.18
February	10,959.02		5,881.67	16,840.69
March 1 to 11	206.75			206.75
Total pesos	54,577.66	1,607.77	16,640.42	72,825.85
March 12 to 31	\$11,974.04	\$19.79	\$677.62	\$12,671.45
April	10,930.68		2,267.11	13,197.79
May	14,125.14		1,532.28	15,657.42
June	13,441.72	61.75	4,518.75	18,022.22
Total dollars	50,471.58	81.54	8,995.76	59,548.88

Total disbursements United States currency \$59,548.88

Total disbursements Puerto Rico currency, converted into dollars at official rate (\$0.60) 43,695.51

Grand total..... 103,244.39

Disbursements on account internal-revenue collections, island of Puerto Rico, October 18, 1898, to June 30, 1899—Continued.

Period.	Department of interior.				
	Salaries and office expenses.	Education.	Public works.	Post-office and telegraph.	Monthly totals.
October			703.70		703.70
November	3,200.24	4,665.77	8,347.54		16,213.55
December	2,374.47	4,083.66	5,884.43	201.37	12,543.93
January	2,272.92	3,149.93	8,704.72	262.31	14,389.88
February	2,230.43	4,635.75	3,880.57	286.50	11,033.25
March 1 to 11	30.00				30.00
Total pesos	10,108.06	16,535.11	27,520.96	750.18	54,914.31
March 12 to 31	\$2,280.40	\$3,224.78	\$3,644.49		\$9,149.67
April	2,181.59	2,883.12	3,944.72		9,009.43
May	1,745.78	210.00	3,952.42		5,908.20
June	1,611.62	5,708.67	4,081.17		11,401.46
Total dollars	7,819.39	12,026.57	15,622.80		35,468.76

Total disbursements United States currency \$35,468.76
 Total disbursements Puerto Rico currency, converted into dollars at official rates (\$0.60) ... 32,948.58

Grand total 68,417.34

Period.	Pensions.				Loss, conversion of Puerto Rican currency.	Commissions to subcollectors, also overpaid taxes returned.
	Civil.	Military.	By special grant.	Half-pay officers.		
October						697.41
November						3,084.36
December	1,780.46	1,316.22	1,033.07	1,652.82		2,252.24
January	12.50	540.13				2,336.50
February						2,957.67
March 1-11						7.00
Total pesos	1,792.96	1,856.35	1,033.07	1,652.82		11,335.18
March 12-31					\$2,105.50	\$1,670.35
April						1,830.81
May						2,092.30
June	\$178.51	\$158.24		\$90.03		1,796.05
Total dollars	178.51	158.24		90.03	2,105.50	7,389.51

Period.	Transfers—Funds credited to various internal revenue collectors.	Consumption impost on liquors returned.	Salaries paid by special order.	Immigrants from South America.	Advances refunded.	Promissory notes.	
						Interest and discount.	State notes returned.
October	415.46						
November	6,595.21		1,631.80				539.23
December	32,340.56		1,547.92	6.27	1,957.34		177.78
January	11,100.03		415.62			114.00	1,248.00
February	24,291.72		35.00				
March 1-11	1,823.22		35.00				
Total pesos	76,566.20		3,665.34	6.27	1,957.34	114.00	1,965.01
March 12-31	\$17,621.11		\$35.00				
April	28,811.56	\$6,578.70	35.00		\$3,310.90		
May	14,162.09	37,853.06	86.00		8,721.13		
June	12,400.18	5,581.76	65.00		8,931.88	\$3,832.80	
Total dollars	72,994.94	50,013.52	221.00		20,963.91	3,832.80	

Disbursements on account internal-revenue collections, island of Puerto Rico, October 18, 1898, to June 30, 1899—Continued.

Period.	Deposits returned.		Bonds and sureties returned.	Monthly totals.
	Gubernative.	Judicial.		
October				1, 112. 87
November	8, 700. 00	306. 33	1, 800. 00	22, 656. 93
December	51, 669. 12	13. 20	5, 000. 00	100, 747. 00
January	40, 523. 09		19, 800. 00	76, 089. 87
February	56, 479. 80		25, 200. 00	108, 964. 19
March 1-11	100. 00		3, 200. 00	5, 165. 22
Total pesos	157, 472. 01	319. 53	55, 000. 00	314, 736. 08
March 12-31	\$49, 401. 72			\$70, 833. 68
April	95, 672. 20	\$3, 615. 00	\$5, 880. 00	145, 734. 17
May	162, 867. 04		6, 810. 00	232, 606. 06
June	106, 940. 82	37. 50	2, 283. 60	142, 296. 37
Total dollars	414, 881. 78	3, 652. 50	14, 973. 60	591, 470. 28

RECAPITULATION.

Period.	Receipts.	Disbursements.
October	21, 760. 92	8, 076. 82
November	89, 183. 19	65, 959. 16
December	161, 732. 47	148, 108. 20
January	139, 776. 32	118, 445. 94
February	168, 533. 63	158, 241. 84
March 1-11	67, 118. 42	9, 061. 62
Total pesos	648, 104. 95	507, 893. 8
March 12-31	\$78, 375. 47	\$99, 755. 30
April	216, 898. 40	182, 565. 17
May	218, 803. 34	261, 922. 52
June	186, 081. 47	184, 445. 64
Total dollars	700, 158. 68	728, 688. 63
Total in United States currency	700, 158. 68	728, 688. 63
Total in Puerto Rico currency, converted into dollars at official rate (\$0.60)	388, 862. 97	304, 736. 15
Grand total	1, 089, 021. 65	1, 033, 424. 78
Total receipts		\$1, 089, 021. 65
Total disbursements		1, 033, 424. 78
Balance		55, 596. 87

Of the balance above shown, \$36,035.39 is in United States currency and \$19,561.48 is represented by ventures, bonds, and securities.

Respectfully submitted,

C. H. HEYL,

Lieutenant-Colonel, Inspector-General, U. S. V.

HEADQUARTERS DEPARTMENT OF PUERTO RICO,

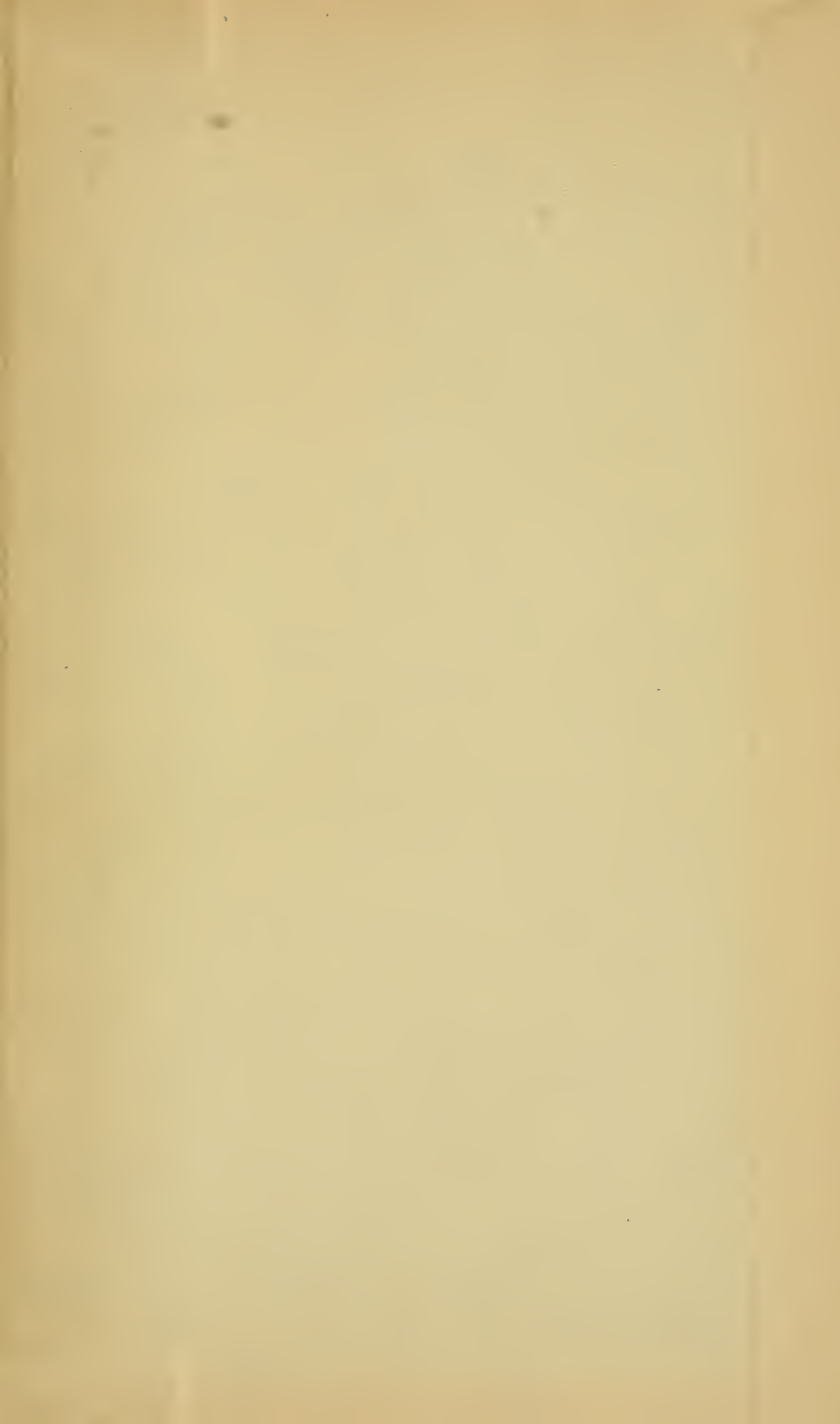
INSPECTOR-GENERAL'S OFFICE,

San Juan, December 29, 1899.

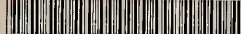
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